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ABSTRACT

This publication is designed to assist juvenile justice administrators in developing and upgrading volunteer programs. The thinking and practices represented in this guidebook are a result of a survey of 100 volunteer programs throughout the U.S. as well as on-site visits of 15 programs. Topics covered include a rationale and standards for use of volunteers, the development and organization of a volunteer program, recruitment and screening of volunteers, in-service training, the role of the volunteer, and the program assessment. (Author/DOW)

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VOLUNTEERS IN JUVENILE JUSTICE

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National Institute of Law Enforcement and Criminal Justice
Law Enforcement Assistance Administration
United States Department of Justice

VOLUNTEERS IN JUVENILE JUSTICE

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FOREWORD

In the Juvenile Justice and Delinquency Prevention Act of 1974, the Congress specifically identified volunteers as a national resource that should be tapped to help improve juvenile justice and reduce youth crime. The Act calls upon organizations as well as individuals to involve themselves as volunteers. This Prescriptive Package, "Volunteers in Juvenile Justice," can guide criminal justice professionals in the use of novel and promising volunteer programs.

Gerald M. Caplan
Director
National Institute of Law Enforcement
and Criminal Justice

GOT A MOMENT?

We'd like to know what you think of this Prescriptive Package.
The last page of this publication is a questionnaire.
Will you take a few moments to complete it? The postage is prepaid.
Your answers will help us provide you with more useful
Prescriptive Packages.

PREFACE

The principles set forth and concepts discussed in this document are designed to assist juvenile justice administrators in developing and upgrading volunteer programs. Volunteer programs that are properly implemented can greatly enrich the quality of services provided and increase program effectiveness.

Hopefully, administrators will utilize this document as a guide and "blueprint for action." The material and ideas contained in this manual highlight the steps that should be taken to reach and maximize the use of the vast untapped pool of volunteers.

The basic content in the document is derived from several sources. First, the expertise and experience of the project staff and consultants provided the core content. Second, on-site visits to selected agencies and programs and the contributions of the staff and volunteers working in them contributed much and added perspective. Finally, the members of the Advisory Committee provided much needed overall guidance and direction.

There were many organizations and individuals who participated in and contributed to the development of this volume. However, the National Information Center on Volunteerism; its Director, Ivan H. Scheier, Ph.D.; and staff were especially helpful and cooperative. In addition, Timothy Fautsko, Elizabeth Yost, William Hanson, Eleanor McGehee, Judy Burch, Dan Smith, Judy Witebsky and Richard Jasculca reviewed and critiqued the manuscript. For this assistance we are indebted as it contributed significantly to this work. Also, I wish to thank Professor Sterne for his assistance in the preparation of Chapter 11 on Program Assessment.

Finally, to the secretarial staff of the John Howard Association, Marie DiSomma, Patricia Shrude, Norma Brodlo and Shirley Cassulo, goes an enormous measure of gratitude. Their dedication, hard work and support have made this Prescriptive Package a document we hope will open exciting new vistas for the use of volunteerism in the field of juvenile justice.

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CHAPTER I. VOLUNTEER AND CITIZEN INVOLVEMENT: A NATIONAL PRIORITY

A. The Problem

Currently, there are approximately 2,000 criminal justice volunteer programs in operation in the United States. More than 250,000 people are involved in these programs. Yet volunteers in juvenile and criminal justice agencies represent a very minor portion of the total United States volunteer population.

In 1974, ACTION (the national volunteer organization incorporating the Peace Corps, VISTA, etc.) polled the American public to determine exactly what kinds of work volunteers were doing. During the week of April 7-13, 1974, they examined nine work designations: political; civic and community action; social and welfare; recreation; citizenship; justice; education; health; and religion.

That week, 15,455,000 Americans were engaged in some type of volunteer activity. Unfortunately, as revealed in Figure 1, criminal justice organizations ranked lowest, *attracting only 1% of the volunteer population.*[1]

It is plain that justice-oriented programs have a long way to go in attracting a significant proportion of the volunteer pool. There are many apparent reasons for this. One is the scarcity of information available to the public about the many juvenile and criminal justice activities requiring volunteer assistance. Another is the lack of publicity regarding successful experiences of citizens who have been involved in these programs and activities. A third is the "conventional wisdom" surrounding the use of volunteers in criminal justice.

B. The Conventional Wisdom

It has long been the feeling of organization and program administrators that volunteers are very useful people to have around. Volunteers, after all, do the menial chores shunned by staff members, require little or no attention and, best of all, don't get paid.

The conventional wisdom labels volunteers as "extras," incapable of being trusted with important or confidential assignments and irresponsible in terms of time commitments. Many administrators are afraid to place the planning and operation of their agency programs in the hands of "mere" volunteers. Staff members often view volunteers as outsiders hoping to land staff positions.

In less extreme cases, the conventional wisdom may be expressed by an administrator saying, "Yes, the volunteer program is important, but it isn't worth having around if I have to devote a lot of time and attention to it. Therefore, I will place the volunteer program outside the scope of the internal agency structure, appoint a junior staffer to oversee it, and if results are produced, that's great."

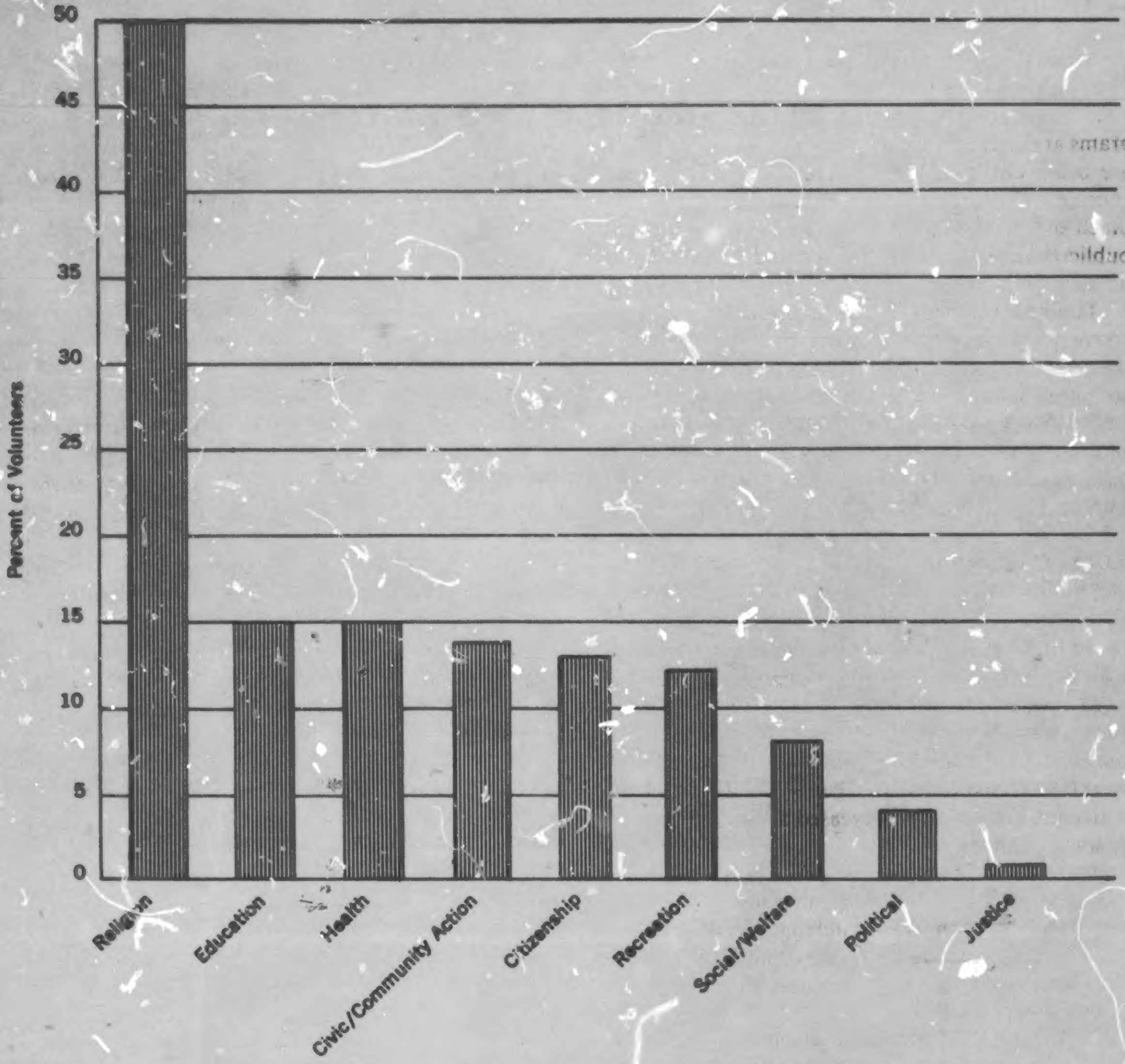
In either case, the conventional wisdom dooms the volunteer program to exile or total oblivion. This is tragic since eager volunteers will become discouraged or relegated to second-class citizenship. More significant is the fact that these attitudes may result in fewer and less effective alternatives to traditional juvenile justice processing at a time when new approaches are desperately needed.

The 1974 ACTION census illustrates the effects of this conventional wisdom on volunteers in juvenile justice. When volunteers were asked why they volunteered, 60% of them stated "they wanted to help other people." The question must then be asked, "Do volunteers believe they are helping other people by donating their time, money and energy to juvenile and criminal justice programs?" Unfortunately, the statistics seem to indicate that far too many volunteers now believe their contributions to the juvenile and criminal justice system would be relatively meaningless.

A 1969 survey for the Joint Commission on Correctional Manpower and Training made the following observations:

"At least in the initial phases, corrections appears to be the passive partner in its relation with the volunteers.

- Volunteers have little prior knowledge of cor-



¹ Total percentage adds up to more than 100% since any one person may have contributed time to several organizations.

FIGURE 1. PERCENTAGE OF VOLUNTEERS BY TYPE OF ORGANIZATION¹

rectional practices.

- The volunteers receive their information about the agency mainly from other sources than the agency itself.
- The volunteer usually initiates the contact with the agency.
- The screening procedure does not appear to be very selective.

As long as corrections exhibits this passivity, it is unlikely that volunteer programs will increase in number, in size, or in quality.'"[2] It is apparent that a majority of existing volunteer programs are not being effectively organized and implemented. It is equally evident that the achievement of clearly defined, productive goals is not being properly emphasized. Many of the volunteer programs which have been established in the juvenile justice field tend to operate as a separate sub-system within an agency. Their success is measured more by the number of volunteers involved and total time donated than by real accomplishment.

C. The Need

Criminal justice and correctional agencies are confronted by increasing crime rates, swelling caseloads, insufficient resources and charges that service programs are ineffective. Past assumptions and methods are being challenged by research findings and new concepts. Correctional administrators are feeling the pinch of the current recession on the one hand and public demand for more results and accountability on the other.

Many administrators see additional paid manpower as the primary solution to these problems. Wise administrators understand that there may never be sufficient tax or contributor dollars to support substantial budget increases for needed programs and look for ways to supplement existing resources through active citizen involvement.

D. The Opportunity

Volunteers are an immediate way to make better use of existing staff and to provide large-scale additions of manpower for correctional programs. The investment of administrative time in developing and maintaining a good volunteer program has an almost immediate and substantial payoff. This payoff will be reflected in increased agency services and effectiveness, as well as in increased community understanding and support.

What should volunteers be expected to do? With proper recruitment, screening, orientation, training (initial and in-service) and matching, volunteers can:

- increase an agency's capability to provide more effective direct services to juveniles on probation;
- be utilized in programs which divert youthful offenders from the juvenile justice system and assist them in becoming contributing and responsible members of their communities;
- be involved in innovative programs aimed at reducing the commitment rate for juveniles to detention centers, jails, etc.;
- improve the quality of juvenile court social studies;
- help reduce the average length of stay for juveniles in detention centers;
- increase the effectiveness of juvenile court intake;
- assist agencies and the juvenile justice system in taking better, more effective advantage of community resources; and
- be deployed in innovative programs designed to provide services to juveniles in the area of law enforcement, that point at which the youthful offender usually has his/her first contact with the juvenile justice system.

These, of course, are just a handful of possibilities for using volunteers to provide direct services to juvenile justice clients or to tap valuable community resources. There are many other volunteer program options, some still to be developed.

E. The Mandate

Citizen participation, particularly in juvenile justice, has long been a federal priority. Since its creation in 1967, the Law Enforcement Assistance Administration, for example, has provided federal monies to hundreds of juvenile and adult criminal justice volunteer programs.[3]

The National Advisory Commission on Criminal Justice Standards and Goals noted that the consensus of the Commission and the Task Force on Community Crime Prevention was "that if this country is to reduce crime, there must be a willingness on the part of every citizen to give of himself, his time, his energy, and his imagination.[4] "

The Juvenile Justice and Delinquency Prevention Act of 1974 (JJDPA)[5] provides an especially significant opportunity for citizen involvement in delinquency prevention and treatment. This Act was designed to alleviate two major problems confronting the juvenile justice system: (1) inadequate resources for the prevention and treatment of juvenile delinquency; and (2) inadequate coordination among the various public and private agencies dedicated to serving youth.

Specifically, through "special emphasis" prevention and treatment grants and contracts, the Act makes monies available to accomplish the following:

1. Develop and implement new approaches, techniques and methods with respect to juvenile delinquency programs;
2. Develop and maintain community-based alternatives to the traditional forms of institutionalization;
3. Develop and implement effective means of diverting juveniles from the traditional juvenile justice and correctional system;
4. Improve the capability of public and private agencies and organizations to provide services for delinquents and youth in danger of becoming delinquents;

5. Facilitate the adoption of the recommendations of the Advisory Committee on Standards for Juvenile Justice: and
6. Develop and implement model programs and methods to keep students in elementary and secondary schools and to prevent unwanted and arbitrary suspensions and expulsions.[6]

To achieve these goals, the following types of programs are emphasized: shelter care; halfway houses; youth service bureaus; expanded use of probation; group homes; community-based diagnostic, treatment and rehabilitative services; youth initiated programs; and programs designed to decrease and discourage the use of detention and institutionalization.[7] All are programs in which volunteers can be of significant assistance both in developing the plan and delivering the services.

Clearly, the intent of the Juvenile Justice and Delinquency Prevention Act is to encourage innovative juvenile justice programs; to provide incentives to state and local units of government to assess and respond to their unique community needs; and to stimulate private, non-profit organizations and volunteers to join the effort to provide effective juvenile delinquency prevention and treatment programs for youth in their area. These organizations were instrumental in providing support for the passage of JJDPA, thus indicating their willingness to become involved in improving the juvenile justice system. What is now needed are ways to extend to juvenile justice clients and potential clients the services of organizations such as the Boy Scouts, Boys Clubs of America, Girl Scouts, Girls Clubs of America, YMCA, YWCA, etc. Citizen volunteers can lead the way by providing the leadership; guidance, and direction necessary to identify services available locally and to improve existing programs.

F. The Challenge

How to mobilize and effectively utilize volunteers is a major challenge confronting juvenile justice and corrections agencies today. The overwhelming majority of juvenile justice volunteer programs have been conceived, developed, and operated in a vacuum, usually without real guidance. They are seldom considered an integral part of an agency's service delivery system. Few, if any, have goals and clearly stated objectives complementary to those of the sponsoring agency. However to be effective, a volunteer program must be designed to help the agency achieve its overall mission.

Volunteers can help change and upgrade services only by becoming personally involved in the juvenile justice system. Such involvement gives a direct and more accurate view of the "reality" of the juvenile justice system—both its successes and its failures. The volunteer learns not only about the justice client and his/her problems—whether lack of money, a destructive family situation, inadequate education, social or economic exploitation, alienation, etc.—but also about the diverse programs designed to alleviate these problems. They learn about probation, institutions, and other programs—both their strengths and weaknesses.

Through the enlightenment of individual volunteers, the community becomes more aware of its problems and its social responsibility. In turn, the juvenile justice system becomes more open and responsive to the concerns of an informed and active citizenry. The volunteer's learning experiences can prove to be the foundation of responsible community efforts to support meaningful and adequately developed action programs.

Volunteers can and should effect, modify and improve the delivery of direct services to juvenile justice clients. Volunteers can and should be directly involved on behalf of the agency in resource development and communicating with members of the community. Examples from around the nation cited in this volume clearly illustrate the potential of volunteer programs to assist in efficiently and effectively achieving stated agency objectives and goals.

In this introduction and subsequent chapters, the words "effective," "objectives" and "goals" will app with great frequency. These words, better than any others, represent what we envision to be the new thrust of volunteer programs.

G. The Prescriptive Package

This document details current innovative uses of volunteers in the juvenile justice system. In the process of developing it, nearly 100 programs throughout the United States were surveyed. Fifteen of these programs were selected for detailed analysis and on-site inspection.

The authors hope that this prescriptive package will stimulate the creation of new programs, and serve as a guide to their development.

Specifically, the objectives of this handbook are to:

- present model guidelines, procedures and methods which can be used to develop and implement effective volunteer programs in the juvenile justice field;

- highlight and describe those juvenile justice programs throughout the country currently making the most creative uses of volunteers;
- offer a survey and analysis of what appear to be the best program operating methods and procedures, a review of current literature available on the uses of volunteers in the juvenile justice system, and a list of related bibliographical material;
- propose a set of standards and goals for the juvenile justice system, recommend program alternatives needed to comply with the standards and to achieve the goals, and suggest ways in which volunteers can be involved in this process;
- outline effective management and organizational structures for volunteer programs and highlight the ways to successfully integrate these programs into an agency's on-going service delivery system;
- present detailed material regarding procedures and methods for volunteer recruitment, screening, orientation, and training;
- suggest ways of training paid agency staff to supervise and work effectively with volunteers. Discuss setting objectives, goals, and techniques for clarifying to volunteers and staff the nature of their respective roles and responsibilities;
- recommend ways to match volunteers with juvenile offenders for the most productive and beneficial results;
- discuss methods and procedures for assessing individual volunteer performance and the accomplishments of the entire volunteer program; and
- outline the wealth of other resources available that provide assistance in improving the methods of developing and implementing volunteer programs in the field of juvenile justive.

There is a dearth of solid research findings regarding volunteer program effectiveness; however, we believe this manual represents the best of the current thinking and concepts in the field. We hope it presents enough evidence of the merit of volunteer programs, and offers enough useful and helpful material to stimulate the establishment of effective juvenile justice volunteer programs nationwide.

NOTES

[1] *American Volunteer - 1974, A Statistical Study of Volunteers in the United States* (Washington, D.C.: U.S. Government Printing Office, 1975), pp. 8-9

[2] Report of a Survey for the Joint Commission on Correctional Manpower and Training, *Volunteers Look at Corrections* (Washington, D.C.: U.S. Government Printing Office, 1969), p. 15.

[3] Ivan H. Scheier and Judith Lake Berry, *Guidelines and Standards for the Use of Volunteers in Correctional Programs* (Washington, D.C.: U.S. Government Printing Office, 1972), pp. 1-34.

[4] National Advisory Commission on Criminal Justice Standards and Goals, *Community Prevention* (Washington, D.C.: U.S. Government Printing Office, 1973), pp. 1-2

[5] U.S. Congress, Senate, *Juvenile Justice and Delinquency Prevention Act of 1974;* Pub. L. 93-415, 93rd Congress, 1974, S. 821 (signed into Law September 7, 1974).

[6] *Ibid.*, p. 14

[7] *Ibid.*, pp. 11-12

CHAPTER II. STANDARDS AND GOALS

Until recently, standards and goals for juvenile justice were relatively unidentified, being few in number and often specified unilaterally by a single national agency. However, particularly in the last decade, standard setting agencies, working cooperatively, have produced standards and goals materials applicable to the entire field of juvenile justice. Agencies traditionally involved in these efforts, such as the National Council on Crime and Delinquency, the U.S. Department of Health, Education and Welfare, the John Howard Association, the American Correctional Association, and the American Bar Association, have been joined more recently by federally-sponsored and financed cooperative efforts to develop standards. The most noteworthy to date are: The President's Commission on Law Enforcement and the Administration of Justice and The National Advisory Commission on Criminal Justice Standards and Goals.

Publications of these national efforts contain hundreds of recommendations for juvenile justice standards and goals (refer to Selected Bibliography section on Juvenile Justice Standards). These standards and goals, coupled with the operating experience of programs in many states, provide a basis for qualitative indicators of effectiveness—toward which states and localities should move and attempt to reach.

The National Advisory Commission, in its commentary on Standard 8.3 on Juvenile Detention Center Planning, stated that:

> "Detention and incarceration have known deleterious effects, and therefore youngsters should be diverted from the juvenile justice system in every possible instance. For those who must be retained in the system, all possible alternatives to detention should be used. For economic reasons alone, full exploitation of community resources is warranted."[1]

This statement expresses in brief the Commission's concern about the overuse of secure detention for juveniles. Similarly, Rosemary Sarri (1974) documented the "gross overuse of secure custody for youth who may be processed through the juvenile court."[2] She noted that approximately 1,000,000 juveniles are detained annually in jails and detention centers. Howard James, in an outstanding documentary film entitled, "Children in Trouble: Alternatives to a National Scandal," further documents that of the 8,000 people admitted to local jails and lockups daily throughout the country, 7,000 are youths under the age of 18. In 46 of the nation's 50 states, the majority of juvenile offenders (including status offenders) deemed by the courts to require residential care are incarcerated in state institutions rather than placed in family group homes, foster homes, halfway houses, community centered programs or other alternatives to secure detention.

This overuse of detention has prompted standard setting organizations to develop goals to strictly limit the number of youngsters entering the system. For instance, Standard 8.2 on Juvenile Intake Services by the National Advisory Commission on Criminal Justice Standards and Goals states:

> "Each juvenile court jurisdiction immediately should take action, including the pursuit of enabling legislation where necessary, to establish within the court organized intake services operating as a part of or in conjunction with the detention center. Intake services should be geared to the provision of screening and referral intended to divert as many youngsters as possible from the juvenile justice system and to reduce the detention of youngsters to an absolute minimum."[3]

With such concerns in mind, the John Howard Association has developed a set of standards or guidelines for processing juvenile justice cases. The standards, as reflected in Table 1, can be applied to an individual community, a judicial circuit or a state.

These standards are useful general guidelines for examining practices in handling juvenile delinquency cases. They can serve as one dimension of a look at the system; how its various parts (law enforcement, detention, juvenile court intake, court hearings) function and the way they affect each other. They can be used to evaluate juvenile justice systems, program priorities and services, and to determine how closely local and state systems measure up to recognized standards.

The Standards and Goals for Juvenile Justice Case Processing are drawn from national experience and presented as realistic examples of numerical indicators that may be used in measuring performance. Also included are general suggestions for services needed to attain these goals, along with associated opportunities for volunteer involvement. *All* services discussed here can actively involve volunteers. These Standards and Goals provide the foundation for the suggestions that follow in this manual. It is important to note that, while these various standards, goals and recommendations can serve as guidelines and as a framework for evaluating local efforts, they also represent significant opportunities for the involvement of volunteers. In instances where volunteers have been involved, they have been instrumental in helping to achieve these standards—despite the fact that the use of volunteers in a meaningful way has just begun.

Table 1.—JUVENILE JUSTICE CASE PROCESSING [1]

STANDARDS AND GOALS	PROGRAM ALTERNATIVES NEEDED	VOLUNTEER JOB OPPORTUNITIES[2] (Developing and Providing)
1. Juvenile Law Enforcement Nationally, about 50% of the juveniles arrested by police for *actual delinquent acts* are diverted from the juvenile justice system by law enforcement personnel. While there is no evidence to suggest the ideal "diversion ratio," it is evident that many more youth can and should be diverted at the point of law enforcement intervention.	Special programs to hold youth in school; rewarding recreation programs; youth service bureaus; specialized police training and the appointment of special juvenile police officers; crisis centers, crisis counseling; etc.	Community-centered: Task forces; program monitoring and evaluation. Agency-centered: Policy boards; advisory boards; resource development; and data collection. Client-centered: In-school programs that are an alternative to suspension, i.e., tutoring, special learning disability help; alternative education programs; information and referral centers; crisis services, including information, referral, counseling, hot-line, etc.; volunteer shelter homes; job development; and victims' programs of all types.
2. Juvenile Detention The "old" standard established by the National Council on Crime and Delinquency specified that not over 10% of youth arrested for delinquent acts should be detained. Now, with the advent of home detention and shelter care for delinquent youth (even some "hardcore" youth) the John Howard Association believes the *maximum* number of juveniles placed in secure custody pending court disposition should not exceed 5% of those arrested for delinquent acts. All youth held in detention over 24 hours should have a detention hearing. Status case youth should *not* be detained.[3]	Limiting detention usage to those requiring *secure* custody pending court disposition. Better screening *out* prior to admission by police *and* court intake staff. Development of 24-hour detention intake screening and detention alternatives such as home detention, family group homes, and shelter care in non-secure settings. Crisis counseling rather than crisis detention. Home detention and shelter care could *each* serve up to 5% of youth arrested for delinquency and normally felt to require detention. Detention monitoring, legal services, jail monitoring, ombudsmen.	Community-centered: Task forces; program monitoring and evaluation; and jail, court and detention monitoring. Agency-centered: Advisory board and resource development. Client-centered: Volunteer shelter beds; 24-hour intake screening; youth service assistance in home detention programs; individual and group crisis and on-going counseling; recreation; education services; medical screening and medical services; para-legal services; and ombudsmen.
3. Juvenile Court Intake Traditionally, in the U.S., of the 50% of youth arrested for delinquent acts who are referred by law enforcement agencies to juvenile court intake staff, about half	Special training for intake staff in crisis casework, better diagnostic ability; more extensive use of community resources; development of resources, ombudsmen.	Community-centered: Task forces; program monitoring and evaluation.

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[1] Based on standards set by other agencies and observation experience by John Howard Association.

[2] The National Information Center on Volunteers has identified over 1,000 specific jobs being performed by volunteers in the field of criminal justice. These volunteer jobs should be used to supplement those suggested in this chart.

[3] The standards in this chart assume the removal of all status cases from court jurisdiction and therefore should be applied only to delinquent cases that would be criminal if committed by adults. Refer to Appendix section entitled "Status Offense Cases."

STANDARDS AND GOALS	PROGRAM ALTERNATIVES NEEDED	VOLUNTEER JOB OPPORTUNITIES[3] (Developing and Providing)
(25% of the total arrested) are settled by court intake staff or are referred elsewhere. While there is no evidence to provide an absolute criterion for how many can (or should) be settled by intake or diverted elsewhere, such handling or diversion should be the goal whenever possible.	Following cases settled by intake or referred elsewhere can insure adequate and responsible intake settlement and agency referrals.	Agency-centered: Resource development; advisory boards; policy boards; information and referral, including maintenance of up-to-date file of available services; and follow-up of referrals made to see if services were given in a timely and helpful manner. Client-centered: Intake screening; crisis counseling; helping clients make contact with referral agencies; and job development.
4. Juvenile Court Hearings Of the delinquency cases accepted by intake for further service, some require adjudication and disposition hearings, and the remainder are settled without a court hearing. No absolute standard exists, but settlement without hearing is possible in many cases.	Adequately trained probation staff to determine which cases can be settled without court hearing; court policy permitting settlement when hearing is not necessary; referral services.	Community-centered: Program monitoring and evaluation; monitoring and evaluation of public defender services; and court watching. Agency-centered: Advisory boards; resource development; case evaluation, information, referral and follow-up as in #3 above; and data collection. Client-centered: Assisting in, or performing, court social studies; and psychological testing.
5. Case Dispositions a. Probation supervision or other non-institutional care. No numerical standard exists for the proportion who should receive court-ordered probation, but few youth going to court need institutional placement.	Adequate probation services plus community, non-institutional programs, such as individual and group treatment, special day school educational and vocational training; employment placing.	Community-centered: Program monitoring and evaluation; task forces. Agency-centered: Resource development; advisory boards; and policy boards. Client-centered: One-to-one probation services; individual, group and family counseling; tutoring; recreation; and job development and placement.
b. Residential Treatment Experience over the years has shown that approximately 2.5% of the youth arrested for delinquent acts are committed to public or private training schools. Almost exclusively, these have been centralized state facilities. With the development of community-based facilities, fewer juveniles need be committed to state institutional facilities. The majority can be provided with services in community-based residential programs such as group homes, etc.	Increased public and private sector activity in providing smaller, community-based group care such as group homes, halfway houses, small residential treatment facilities. Court staff ability to distinguish between those youth needing institutional care and those not needing it. Ability to match individual youth to programs.	Community-centered: Program monitoring and evaluation. Agency-centered: Advisory boards; policy boards; and resource development. Client-centered: Family group home parents; and individual, family and group counseling.

NOTES

[1] The National Advisory Commission on Criminal Justice Standards and Goals, *Corrections* (Washington, D.C.: Government Printing Office, 1973), p. 270.

[2] Rosemary C. Sarri, *Under Lock and Key: Juveniles in Jails and Detention*, National Assessment of Juvenile Corrections (Ann Arbor, Michigan: The University of Michigan, 1974), p. 65.

[3] National Advisory Commission, *Corrections*, p. 266.

CHAPTER III. ROLES FOR VOLUNTEERS

There are many types of services volunteers can provide in all three spheres of the juvenile justice system—law enforcement, courts, and corrections. These services are discussed in this chapter.

A. Program Enrichment

Volunteers are utilized to complement, enhance, and enrich the existing services provided by the agency. Volunteers may assist in providing probation services, aid to victims and witnesses, tutoring, counseling, skill development, recreation, transportation, etc.

It is safe to estimate that approximately 90% of the volunteers working in the juvenile justice field are *now* being used almost exclusively for program enrichment. While there is nothing wrong with this utilization of volunteer talent, it is a somewhat narrow approach. It assumes, quite incorrectly, that all existing programs simply require implementation and buttressing. While this may be true for many volunteer programs, others may need to be abandoned altogether and replaced with new efforts.

The need to use volunteers for program enrichment should be of *lesser* priority when the system does not conform with good standards and practices. For instance, when there are too many youngsters in detention, volunteers should be used to help develop alternatives to get youth out of detention, not to work with youth while in detention. *They should not simply perpetuate the existing system and services provided.* Perpetuation of the existing system can be harmful both to the volunteers and the youth they are trying to help.

B. Systems Modification and Change

Volunteers assist in achieving significant organizational objectives designed to bring the system in line with recognized national standards and practices. Volunteers can aid in areas such as reducing detention rates or developing services designed to limit penetration into the justice system.

Volunteers in juvenile detention centers are currently trained primarily to provide counseling, recreation, tutoring, and companionship for youth in detention. But the question may be asked, "Are the volunteers really 'helping' these youth?" Where detention rates are excessive (and they are in most places), and where volunteers have demonstrated that they can be effective in helping to divert juveniles from the system and reduce detention rates, it is a gross misuse of time and talent to limit volunteer activities strictly to reinforce incarceration or to make the detention experience more palatable or more humane. Their skills would be better used to develop alternate procedures and programs. Enrichment services could then be offered to those lesser number of youth who really require detention.

For instance, one juvenile court developed 24-hour juvenile court intake and detention screening services utilizing properly trained and supervised volunteers. Previously, such services were only available between 8:00 a.m. and 4:00 p.m., Monday through Friday. The new program resulted in a 50% reduction in referrals to the juvenile court and a 40% reduction in detention use.

A program recently initiated in the State of Florida further demonstrates how volunteers can be used to achieve significant organizational objectives.

During 1974 and early 1975, detention facilities in Florida were severely overcrowded and lacking in programs and staff. Limited state resources coupled with economic recession ruled out the possibility of additional appropriations. Consequently, based upon the results of an experimental program initiated in Tampa, Florida, the State Division of Youth Services decided to establish a volunteer shelter bed program for emergency care of youth who committed status offenses (e.g., truancy, runaway, incorrigibility, etc.).[1] This was in lieu of secure custody.

Specifically, the objective was to recruit 852 volunteer shelter beds on a statewide basis. The Division would provide emergency medical and dental care, clothing, and personal items to the youth. Also, backup staff services were to be made available to the families. The volunteer program has since achieved the following results:

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[1] Jan C. Latina and Jeffrey L. Schembera, *Volunteer Homes for-Status Offenders: An Alternative to Detention* (Unpublished Manuscript, Florida Division of Youth Services, 1975.

- Status offenders are no longer placed in detention in the State of Florida.
- Between March 15 and July 31, 1975, 1,181 youth were placed in volunteer shelter homes. Their average length of stay was 6.4 days.
- Only 67 (5.7%) of the 1,181 youth placed in the volunteer homes ran away.
- Of the 67 youth who ran away, only 18 (1.5%), were involved in thefts during their runaway period and the property loss not recovered or repaid amounted to only $1,931.02 (loss $5,981.87; recovered or repaid $4,050.85).
- The volunteer shelter home program had a decided cost advantage. In 1974, the average secure detention costs in Florida averaged $30.00 per youth per day. In contrast, the total cost for the volunteer shelter home program was $4.75 per day per bed.

In short, the volunteer home program has eliminated the need for secure custody detention for juvenile status offenders in Florida.

Another good example of volunteers working to modify the system is the juvenile diversion volunteer program initiated by the Park Forest, Illinois, Police Department. In this program, known as "Aunt Martha's," volunteers provide shelter care and short-term crisis intervention counseling as an alternative to detention. The youth referred to the program are primarily status offenders, although in some instances, delinquent youth are also assisted. This program has been extremely successful and is being expanded to other parts of the Chicago metropolitan area.

These two programs illustrate important direct service roles for volunteers in assisting clients of the juvenile justice system. The following examples highlight the use of volunteers to provide indirect services in systems modification and change.

In the late 1960's, a group of interested citizens was organized in Worcester, Massachusetts, to address problems related to juveniles in that community. At that time, Boston's juvenile court was the only such court in the Commonwealth of Massachusetts. Because of the concern and interest of the citizens' group, a study was completed which recommended the establishment of a juvenile court in Worcester. While the new juvenile court was not expected to solve all the community's problems with juveniles, it was considered to be a significant step in the right direction.

In another instance, the staff of Social Advocates for Youth (SAY) in San Diego, California, was instrumental in bringing together diverse groups concerned with the detention of status offenders in that county. In 1973-74, nearly 5,000 status offenders were detained in the San Diego Juvenile Detention Center. SAY helped assemble a task force comprised of representatives of volunteer and public agencies, plus concerned citizens, to develop a unified plan and strategy to tackle this problem. Up to that point, private and voluntary efforts had minimal influence in juvenile justice affairs.

The Junior League of San Diego was also enlisted to direct its efforts to the field of juvenile justice.

The full group eventually became known as the Juvenile Justice Planning and Advisory Board. The Board was made up of representatives from the public and private sectors and conformed to the membership criteria set up under the Juvenile Justice and Delinquency Prevention Act of 1974. The Board was given formal sanction and responsibility by the San Diego County Board of Supervisors and has since been a powerful force on a wide range of issues related to juvenile justice. For example, in mid-1974, the Board in conjunction with the probation department issued a "Detention Control Policy Statement" mandating that status offenders should not be held in detention centers. As a result of that policy statement and its implementation, San Diego County experienced a 90% reduction in the number of status offenders detained.

Since that time, the Juvenile Justice Planning and Advisory Board has turned its attention to statewide deinstitutionalization of status offenders and community-based corrections. They are also involved in monitoring public and private agency services for juveniles.

The examples cited above, although related to the issues of juvenile detention and juvenile courts, can likewise be profitably applied to many other areas of service in law enforcement, juvenile court handling, probation aftercare, residential care, and treatment assistance for juveniles. Cooperative efforts between volunteers and professionals in established agencies and programs can provide increased and improved services while satisfying everyone involved.

C. Systems Monitoring and Advocacy

Volunteers are used essentially apart from or outside the system to monitor programs and assist in maintaining system accountability, evaluating service effectiveness and providing client or program advocacy.

The Junior League of Milwaukee, Wisconsin, after working on the Association of Junior League's IMPACT Project, returned to its community and, with the help of questionnaires developed by the National Council on Crime and Delinquency, evaluated the Milwaukee County juvenile justice system. Interviews with lawyers, judges, law enforcement officials, correctional personnel and youth identified several areas where the Junior League could help provide improved services to young people in Milwaukee.

With the guidance and assistance of these contacts the Junior League was instrumental in developing and securing funds for a home detention program, similar to one pioneered in St. Louis. This program serves delinquent youth who require intensive service and supervision and have a long history of problems in the community. Without the home detention program, they would be held in secure custody detention facilities.

A similar example is found in the Oakland County (Michigan) Youth Assistance Program. In each of Oakland County's 27 school districts a general citizens' committee, sponsored by several professional and volunteer organizations including the Court, performs the following functions related to the prevention of delinquency and neglect:

- Seeking and securing the involvement of local citizens.
- Mobilizing community interests and skills toward the development of improved services to prevent and control delinquency and neglect.
- Identifying social, psychological, and environmental factors contributing to anti- social behavior.
- Developing and implementing various intervention strategies aimed at minimizing the likelihood of deviancy, anti-social behavior and neglect situations.

The citizens committees are independent of the Court but provide supportive services, advice, consultation, and assistance where the court's operations affect the general welfare of youth. Specific services provided by the committees include research and program development, case study, direct volunteer services, camping and recreation, education and public relations, parent education, legislative development, and vocational and employment services. The committees frequently monitor and question the practices of some of the community's major institutions designed to serve youth. They help identify service gaps, link youth needs to service delivery, and promote the general well-being of youth in the community.

Client advocacy, i.e., third party representation, can be a powerful and effective instrument for improving the quality and delivery of services. Advocacy of the interests of an individual or a group is a time-honored way of doing business in any society. Social change and the establishment and expansion of humanitarian services have come about through advocacy.

Juvenile justice personnel are familiar with, and generally accept, client advocacy and its traditional methods of court suits and appeals. They are less familiar with advocacy carried out by individuals or organizations in other ways, particularly by those outside the juvenile justice system. Agency personnel are generally quite uncomfortable with advocacy that contains identifiable elements of confrontation. Most of us are uncomfortable with, and resist, the confrontation model when *our* assumptions, methods, or practices are challenged.

Third-party client advocacy efforts have increased, particularly in the last decade. Advocates have made many contributions in the field of juvenile justice as they have in other social welfare and public arenas. Since it appears they are here to stay and have the potential for positive change, juvenile justice agencies should learn how to make more constructive use of advocacy efforts.

It should be noted that, by their very nature, advocacy efforts tend to stimulate and attract the public. They may, therefore, conceivably interest more citizens in juvenile justice problems and solutions.

Volunteer advocacy efforts take many forms:

- Assessment of community juvenile justice service needs by a group of citizen volunteers formed for this purpose, followed by the development and implementation of an action plan involving agencies and the community.
- Examination of an individual agency program in light of accepted standards, followed by volunteer assistance in achieving those standards.
- Implementation by volunteers (assisted by professional staff) of a public information campaign to educate the community about juvenile justice problems and program needs.
- Evaluation of agencies involved in the juvenile justice field to assess the extent to which the allocation of funds matches service needs. This

might include an examination of the appointment process to boards and commissions, and of fund sources and funding decisions (who makes them and how they are reached). Such examination by a volunteer citizen group might lead to a more realistic appraisal of resource allocation in terms of program needs.

- Volunteer effort, independent from the system, to interview clients and secure data about: which services were actually provided; the adequacy of these services as seen by the client; client and volunteer recommendations for service improvement.
- Suggestions and/or direct involvement of volunteers in the development of an adequate system for monitoring jails, detention centers and correctional institutions as required by JJDPA of all participating states. In fact, the monitoring of jails, detention centers and juvenile correctional institutions by independent citizens groups should be developed in every state, county and municipality whether or not they participate in the JJDPA program.

Even the more stressful confrontation situations that arise from time to time in advocacy situations can have positive results. From the agency executive down to the line worker, staff can be trained to use confrontation constructively as an instrument for change. What is required is an organizational climate of openness and responsiveness to emerging needs—a sign of progressive management.

CHAPTER IV. DEVELOPING A VOLUNTEER PROGRAM

A. The Role of the Administrator

Many factors contribute to a successful volunteer program, but none is more important than administrative leadership and skill. The administrator sets the tone, establishes the priority of the volunteer program within the agency, determines the program's goals, and puts the whole thing into motion. Without active support from the agency administrator, the volunteer program will float aimlessly in a sea of confusion and ambivalence.

Nationally, the "death rate" for criminal justice volunteer programs is approximately 25%.[1] Studies have consistently highlighted common deficiencies which seemingly contribute to these failures and unfulfilled citizen efforts. The deficiencies recurring most frequently were:

- Staff resistance to the use of volunteers.
- Lack of staff training in how to work with volunteers.
- Inadequate program planning.
- Inadequate volunteer training and supervision.[2]

These problems are often indicative of fundamental management problems, such as:

- Lack of understanding by administrators of the potential for citizen involvement and of the principles necessary for its development.
- Inadequate assessment of agency needs and insufficient staff involvement in planning and decisionmaking.
- Lack of overall planning and goal setting.
- Little or no accountability, monitoring, followup, or program evaluation.

Sound Administrative leadership and skill can solve these problems.

Where effective and well-administered citizen involvement efforts exist, usually the following elements are present:

- A high degree of commitment on the part of professional staff at all levels toward achieving agency objectives and improving services.
- An open exchange of ideas, supporting experimentation and encouraging staff to suggest new ideas and methods. Differences of opinion are also encouraged.
- Decisions based on mutual understanding and agreement concerning goals.
- Goals and progress of the organization measured in terms of what "ought to be" rather than "how far we have come."
- Clearly defined objectives (i.e., specific, measurable and time-bound).
- Periodic meetings and sessions to discuss progress toward objectives. Checkpoints are established to assist in measuring progress.

Unfortunately, even in some agencies where sound management principles are applied to general programs, the *volunteer* program is often neglected. In these instances, management of the volunteer program is seen as somehow "different" than that of other general agency programs. Sometimes there is the notion that the volunteer program will "take care of itself" or can be managed with minimal effort. Consequently, it is not uncommon to find an agency director hiring a volunteer coordinator and saying essentially "do your own thing" or "if you have any major problems, let me know."

Such a view is destined to bring about an ineffective volunteer program and, possibly, doom it to failure or oblivion. Volunteers as well as staff are quick to sense the priority given to the volunteer program by administrative and supervisory staff. If the priority appears low, either by virtue of minimal administrative attention and conviction or the menial nature of volunteer program tasks, staff will not use it or support it. Volunteers will quickly lose interest.

To insure the success and productivity of a volunteer program, the agency administrator must accomplish the following:

- Successful integration of the volunteer program into the agency's on-going delivery system.
- Establishment of sound methods and procedures for volunteer recruitment, screening, orientation, and training.
- Setting of innovative but realistic objectives and goals for the program.

- Intensive training of paid staff to enable them to effectively work with and supervise volunteers. (This is particularly important. Nationally, one of the most significant reasons why agencies resist using volunteers for meaningful projects is that staff members lack the ability and knowledge to supervise and manage these volunteers.) Staff training should include: information on job clarification, objective setting, and volunteer performance evaluation; an understanding among volunteers and paid staff of their respective roles and responsibilities; establishment of methods and procedures to match volunteers to juvenile offenders in the most effective and efficient manner; development and implementation of a sophisticated volunteer program assessment system.

Of course, the majority of the responsibilities and tasks outlined above are shared by the agency administrator with the volunteer program administrator, volunteer supervisors, other paid staff members and the volunteers themselves. In fact, some of the tasks fall entirely to agency staff other than the administrator. When administrative and supervisory personnel recognize the important contribution volunteers can make toward improved and increased services, the volunteer program will receive as much time and attention as other components of the agency program.

A cautionary note: If the administrator is unwilling or unable to provide this level of commitment and support, it may be best not to proceed in developing a volunteer program. If the administrator chooses to proceed anyway, he should recognize that the program will, at best, be of limited scope and utility.

B. Administrative Orientation to Volunteer Programming

No administrator can expect to implement a successful program without basic familiarity with the principles of that program. Knowledge of similar program experiences elsewhere is essential in avoiding costly trial and error mistakes. This is also true of volunteer programming. The smart administrator will make a concerted effort to become familiar with the principles of volunteer programming and general experience with these programs elsewhere. Otherwise, he will operate under needless handicaps.

For example, Judge Lucian A. Manzi of the Juvenile Court in Worcester, Massachusetts, attended a training program for juvenile court judges. During that training program he learned about the potential uses of volunteers and the kind of leadership needed to effectively implement a program. This learning experience, along with the subsequent follow-through, contributed greatly to the success and effectiveness of the Worcester program.

Until recently, it was difficult to get sufficient, reliable information on the ingredients for successful volunteer programs. Now, however, basic volunteer program literature is available and includes both general principles and selected examples of proven volunteer programs. Information on resources, available free or at little cost, is included in Appendix A, "Volunteer Program Resources."

C. How to Begin

Sometimes the hardest part of starting is just taking the first step. Yet, the first step may set the pattern for the future, or at least influence it to a great extent. Therefore, the administrator might well start by asking a few pertinent questions, such as:

- What are the agency's most important goals and objectives?
- What services do volunteers currently provide in this agency?
- How many volunteers are involved?
- What additional services could this agency provide if it had more volunteers and/or gave its volunteers different work assignments?
- How could volunteers help me change this agency and community in ways that will help us achieve our important goals?
- What is preventing this agency from having a new or expanded volunteer program?

Hopefully, the answers to these questions will lead the agency administrator to give priority to the development and/or expansion of volunteer services in his agency. At the same time, it is recognized that he must not neglect regular day-to-day tasks. How, then, to begin?

Although the busy agency executive must invest time and effort in the development and maintenance of a volunteer program, much of the work can be delegated just as with other agency programs. The following guide can be used in starting a volunteer program or in modifying an existing one:

Volunteer Program Planning Guide

Step 1—Decide that volunteers can make a new (or *increased) contribution to your agency program and that YOU* are going to be personally involved in developing this program.

Step 2— Locate a staff member in your agency who shares this conviction. The higher the staff member is in the organizational structure, the better.

Step 3— Locate a community member interested in assisting in the development of your agency's volunteer program, preferably someone experienced in volunteering and community service.

Step 4— Meet with your agency staff member and the community volunteer to affirm your commitment, explore potential volunteer activities, and specify the planning process which will follow.

Step 5— Request that your staff member and the community volunteer jointly draft a simple statement on how they will proceed.

Step 6— Expand the planning "team" to include representatives from other community groups and interested individuals, including youth.

Step 7— Request that the planning team develop and submit to you a plan which includes the general philosophy, policies, and procedures for the program (how it is to be implemented, specific tasks for volunteers and staff), action steps to follow, and a suggested timetable for implementation.

Step 8— Assign the planning team responsibility for overseeing and advising on program implementation and monitoring.

The benefits of a "team" approach are two-fold. First, it involves the agency administrator in all stages of planning and implementation but frees him from much of the direct work of administering the program. Secondly, it increases the likelihood that the program will have input from diverse sources and not be dependent on the chance charismatic leadership of a volunteer program coordinator.

Although it was not started in the above manner, the Juvenile Court Volunteer Program in Worcester, Massachusetts, illustrates this process. In this case an independent citizens' committee (the same citizens' committee that was instrumental in establishing the Juvenile Court in Worcester, Massachusetts), cooperated with the Juvenile Court Judge and the Chief Probation Officer in planning the volunteer program. As a result, volunteers were involved in all aspects of the agency's services (e.g., assisting in the preparation of juvenile court social studies as volunteer probation officers). Because all affected parties were involved in planning and implementing the program, the traditional problems of staff resistance and limited use of volunteers were avoided.

D. Agency Volunteer Program Policy

Administration of any program is best done through clear policies and procedures. A clear program policy is essential to a successful volunteer program, but development of such a policy is often neglected. Its absence can inhibit effective program implementation by contributing to confusion and a lack of direction for both staff and volunteers. Also, it is difficult for administrators to exercise leadership an accountability when responsibilities have never been clearly defined. They are best defined, and more clearly transmitted to others, in the form of a written policy statement.

The volunteer program policy statement should highlight the philosophy, purpose, direction, and technical aspects of the program (responsibility for volunteer recruiting, screening, training, and supervision). The statement should include the expectations of both volunteers and professional staff and how they will be trained to work with each other. It should emphasize that volunteer services have high priority and are designed to help achieve agency objectives.

Because of the importance of establishing policy in planning and administering a volunteer program, a *model* operating policy is presented here. This model can serve as a general guide for any juvenile justice agency volunteer program policy statement.

Model Volunteer Program Policy Statement

This agency is committed to providing the best and most appropriate services possible. To realize this goal, the agency shall make every effort to enlist the cooperation of all available resources. The agency is committed to the development of a public-private partnership which includes volunteers as an important and necessary ingredient in the development and delivery of services.

In addition to the above, the agency plans to actively implement a responsibile program of citizen involvement because:

- The agency will never have sufficient resources to meet all service needs. Even if such resources were available (professional staff, finances, facilities, etc.), the agency would still believe it necessary for the community to become involved in the juvenile justice process.

- It has been demonstrated repeatedly that volunteers can significantly enhance, expand, and upgrade services. With appropriate recruitment, screening, training, and supervision, volunteers can perform almost any task effectively and responsibly.
- The agency feels it necessary to involve the community in the problems we are tryng to alleviate or solve. Efforts to involve the community in agency affairs will help to educate the public about these problems and will create a more enlightened and active citizenry.

To insure effective implementation of citizen involvement efforts within the agency, the following principles shall be followed:

- Volunteers shall be involved in *all* aspects of the agency's service delivery system and at all levels of the organizational structure. The agency believes that community involvement through volunteers is as important as all other professional services and programs.
- An Office of Volunteer and Community Affairs shall be created at the Deputy Director's level.[3] This Office shall be involved in all aspects of the agency's general management and administration, in addition to coordinating volunteer recruitment, screening, orientation, and training.
- Volunteers will be used in both direct and indirect services, and staff at all levels will be encouraged to utilize this valuable resource in planning program activities.
- Professional staff and volunteers shall be involved collectively in the planning and implementation of the volunteer program.
- The agency shall take steps to insure that all professional staff are prepared and actively participate in implementing the volunteer program. Consequently, general orientation sessions for new employees shall include information about the agency's citizen involvement efforts, and all staff shall be trained in working with and supervising volunteers. Such training shall be incorporated into the ongoing agency staff development program.
- All aspects of the volunteer program and its implementation shall be monitored and evaluated on an ongoing basis. The need to develop services that are effective, efficiently delivered and cost-effective makes this a necessity. All staff and volunteers will be expected to participate in this effort.

Volunteers within the agency are not intended to replace existing professional staff. However, when it can be achieved responsibly, staff are encouraged and expected to use volunteers as an alternative to adding paid professional staff positions.

E. Development of Agency Volunteer Program Goals and Objectives

Goals and objectives must be developed for the volunteer program in order to gauge its success and determine its worth. This should be done at an early stage, even though modifications may be required later. The goals and objectives should specify the purpose of volunteer activities as well as their scope. The more clearly purpose and scope are articulated, the greater the chance for program success. Fuzzy expectations generally lead to unfocused efforts. Continuing attention should be given to further clarifying and refining these expectations.

With respect to purpose, it should be clearly established that all volunteer activities will be directed toward achieving basic and priority agency goals. This is the beginning step toward giving the volunteer program meaning. This decision is based upon several important assumptions and has numerous significant implications. For example, it assumes that volunteers will act with the same degree of initiative and responsibility as paid staff. Although the motivation and rewards for volunteers are somewhat different than for paid staff, experience indicates that properly trained and supervised volunteers will act with considerable initiative, take much responsibility and be highly accountable.

Giving volunteers a substantial role in the agency also assumes that agency personnel have the knowledge, skill and personal security to handle challenges to habitual or established ways of viewing problems and providing solutions. Experience demonstrates that staff has or can achieve these qualities.

With respect to volunteer program scope, administrators who appreciate what volunteer manpower can contribute to an agency program, who are committed to meeting service needs, and who wish to have an impact on the community will define volunteer program scope to include all services at all levels provided by the agency. Defining volunteer program scope in this manner at the beginning leads to wiser program development. It enhances service delivery by increasing the number and scope of the agency's direct services and by better informing the community of juvenile justice problems and volunteer programs. This, in turn, can lead to improvements in agency programs and an increase in community resources outside the agency.

If, in the beginning, an agency is not ready to undertake a volunteer program of the magnitude recommended here, it can scale the plan down to more modest proportions by starting with a program segment as the setting for volunteer effort. For example, initial volunteer effort could be focused on obtaining a specific, but limited type of resource, e.g., 10 foster homes, case aides to help three probation officers, or someone to help write the agency's annual report.

These are all legitimate volunteer activities and important in their own right. However, starting this way is not recommended except in extenuating circumstances because, in relation to the total agency program effort, these activities represent minutia—although they are important tasks. In a sense, this would merely postpone what really needs to be done—*an examination of the agency to determine all the places where volunteers can make a contribution and the development of a plan to implement that concept.*

Since the long-range goal of volunteer involvement is to make the broadest contribution, substantial initial effort should be expended to define the nature of this contribution and to develop the program necessary to achieve it.

F. Timetables, Monitoring and Accountability

Volunteer program goals and objectives mean little unless the administrator takes action to insure that they are implemented. *The Volunteer Program Planning Guide,* outlined earlier, highlights some important steps to be taken in the planning process.

In addition, the administrator must insure that planning includes identification of the major activities required to implement the program. This means reducing generalized objectives to ***behavioral*** objectives, i.e., actual measurable activites that will be carried out. This procedure is necessary (1) to establish realistic time periods for needed activities; (2) to make individual staff and volunteer assignments; (3) to measure achievement of activities; and (4) to evaluate whether a particular activity is essential to the program.

Further volunteer program planning should address itself to:

- Staffing the volunteer program.
- Specifying volunteer program operating policies and procedures.
- Specifying staff-volunteer relationships, including work roles for each, supervision, etc.
- Specialized training of volunteers and staff.

NOTES

[1] Department of Health and Rehabilitative Services, Office of Volunteer Services, *Standards and Guides for the Use of Volunteers in Social Services* (State of Florida: 1975), p. 2.

[2] Following are references for three evaluations which highlight common deficiencies: Robert A. Presson and Timothy F. Fautsko, *A Needs Assessment of the Youth Service Delivery System of the State of Rhode Island Volunteers Program* (Boulder, Colorado: National Information Center on Volunteerism, 1974); Robert J. Berger, *et al. Experiment in a Juvenile Court* (Ann Arbor, Michigan: The University of Michigan, 1975); Ivan Scheier, *et al. Needs Assessment of Florida Division of Youth Services Volunteer Programs* (Boulder, Colorado: The National Information Center on Volunteerism, 1974).

[3] The intent of this provision is to establish administrative responsibility for the volunteer program at a level in the organization equal to professional service responsibility. It should be called "office," "division," or whatever designation is used for the professional service organization unit.

CHAPTER V. INTEGRATING THE VOLUNTEER PROGRAM IN THE AGENCY STRUCTURE

A. Organizational and Service Models for Volunteer Programs

The decision to have a volunteer program automatically raises the question, "How will the volunteer program be operated in relation to the rest of the agency?" *This is the most important decision that will be made concerning the volunteer program.* The nature of this decision will determine how volunteers work within the agency (their tasks, with whom, etc.) and how the program is administered. It signifies the extent of the volunteer program's potential contribution to the total agency effort.

The basic decision can be divided into several levels of consideration, which in turn can be translated into different types of models. The models deal with various aspects of the basic question, "How will the volunteer program operate?" One type of model is the *organizational model* which specifies how the program will be administered. Another is the *service model* which reflects the types of activities in which volunteers will engage and clarifies volunteer-staff relationships.

The notion of models is a helpful way to examine volunteer program operation within an agency and is presented here for that purpose—along with a general assessment of the advantages and disadvantages of both types.

1. *Organizational models.* Volunteer services can be related to the agency program in two principal ways: Model 1—as a separate unit within the agency, and Model 2—as an integral part of the agency program.

Model 1—The Volunteer Program as a Separate Unit.

Under this model, the volunteer program is administered as an almost independent operation, connecting only peripherally with other agency services. The volunteer program administrator is assigned overall management responsibility for the program and its operations including recruitment, screening, training, and assignment, and possibly, the supervision and evaluation of volunteers. These functions are generally carried out independently of other staff members.

The organizational model is shown in Chart 1.

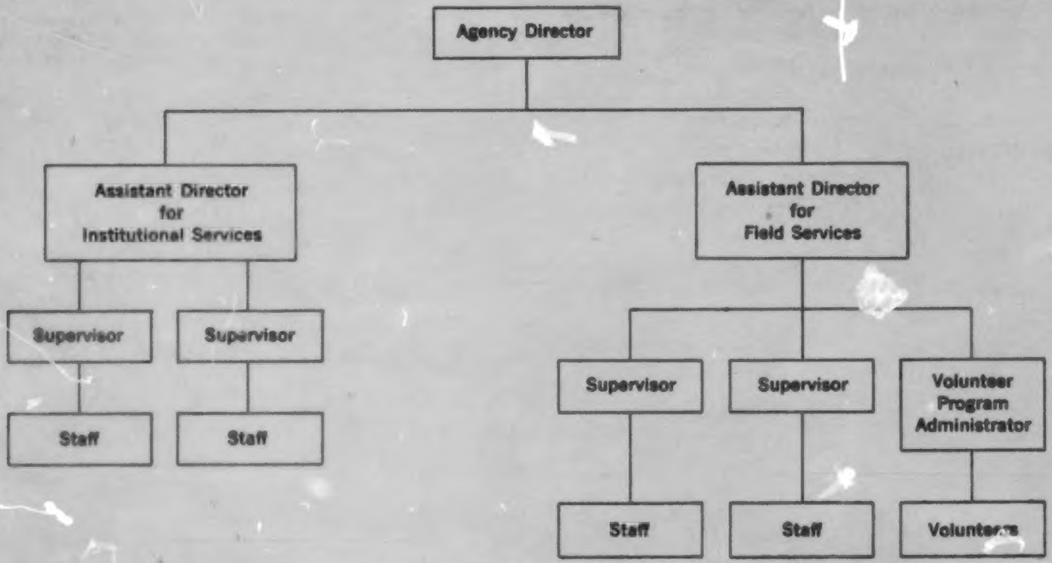

Agency Director
Assistant Director for Institutional Services
Assistant Director for Field Services
Supervisor
Supervisor
Supervisor
Supervisor
Volunteer Program Administrator
Staff
Staff
Staff
Staff
Volunteers

Chart 1.—ORGANIZATIONAL MODEL

This model does provide for some measure of volunteer program development. However, it has too many limitations and liabilities to commend it:

- Being attached to only a segment of the agency program, it restricts the use of volunteers rather than taking advantage of their contributions throughout the agency.
- Being removed from the top administrative level (placed down at the supervisor rather than the assistant director level), the volunteer program administrator is isolated from top level policy formulation and program development. This restricts both input to the volunteer program as well as output from it to administration.

The positioning at the lower level also clearly tells agency staff and community that the volunteer program is "separate and unequal."

- Being one unit in a direct service division of the agency (field services), the scope of volunteer activities would tend to be confined either to direct service or direct service supplementation. This limits the use of volunteers for achieving overall agency goals, such as general resource development, program planning, monitoring and evaluation and system change in the community.
- Being assigned both administrative and supervisory responsibility for the program, the volunteer program administrator has an unrealistic workload, both in terms of the number of people he will have to supervise and in terms of the fact that supervisory demands may conflict in scheduling with time needed for program administration. For example, his needed availability as a volunteer supervisor will conflict with the blocks of uninterrupted time he should have for policy and program development and community interpretation. Experience clearly indicates that it is impossible to assume responsibility for the management of a volunteer program of any size and scope and also provide direct supervision to volunteers. To attempt this will inevitably result in limiting the number of volunteers, poor supervision, or both.
- Placement as a separate unit at the lower level of the organizational chart demonstrates that the program is cut off from "line operations," separated administratively in terms of authority and normal agency communications flow, and results in parallel rather than integrated operation.

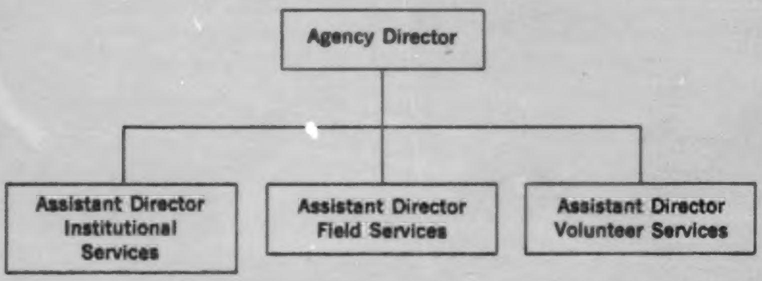
Because of these obvious disadvantages, Model 1, the Volunteer Program as a Separate Unit, is not preferred. If it is chosen, the administrator should be aware of its severe limitations.

Model 2—The Volunteer Program as an Integral Part of Agency Program.

Under this model, basic responsibility for the volunteer program is placed in the regular agency line of operations and is carried out by professional personnel. Responsibility includes identification of needs, volunteer program planning in relation to other agency programs, development of volunteer program policy and procedures; participation in the recruitment, selection training, placement, and supervision of volunteers; and evaluation of the volunteer program.

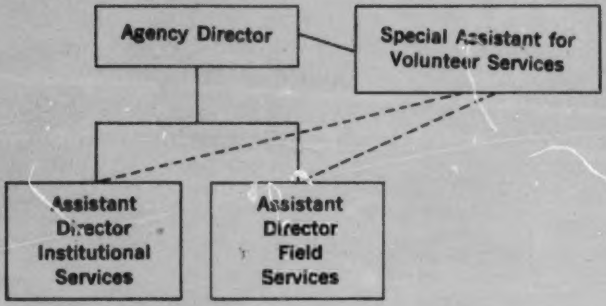
Responsibility for specialized support services for the volunteer program may be centralized and placed in a separate unit for a number of reasons, including efficiency, visibility, and the accessibility of specialized help to all levels and units within the agency. To accomplish this, "staff" services such as recruitment, selection, training, and program evaluation may be placed either as a separate unit at the highest level of agency operations (Chart 2), or as a special unit attached to the agency director's office (Chart 3).

Chart 2. SEPARATE UNIT


Agency Director
Assistant Director Institutional Services
Assistant Director Field Services
Assistant Director Volunteer Services

Under Model 2, the volunteer program assistant director or special assistant is directly involved in the development of both overall agency policy and ways for volunteers to help professional staff at all levels. Primary responsibility for the volunteer program remains in the regular operational line of the agency. New programs are integrated into existing units or established as additional units within the general structure of the agency.

Chart 3. SPECIAL UNIT


Agency Director
Special Assistant for Volunteer Services
Assistant Director Institutional Services
Assistant Director Field Services

Either of these arrangements provides special emphasis for the volunteer program and centralized support service while placing basic responsibility for the program within regular units of the agency.

The following examples illustrate how this model would actually be used:

a. *Example one.* The agency decides that field services might be improved by having a staff member and volunteer working jointly from the time of case reception instead of calling in a volunteer only after the field staff member has identified a need.

A small, special unit of five staff member-volunteer teams is established with a unit supervisor. The unit will be responsible for a certain group of youth served by the agency.

The unit will be set up *within field services* and the unit supervisor will be responsible to the Assistant Director for Field Services.

b. *Example two.* The agency decides its service demands so far outstrip staff resources that it must increase its budget significantly to do a decent job, in addition to expanding volunteer services.

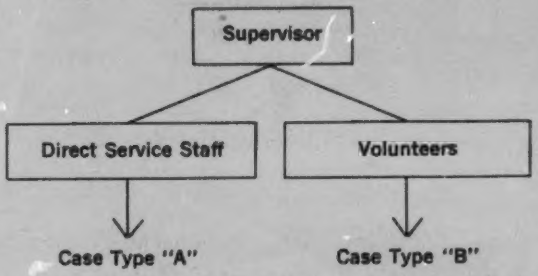
The agency staff decide that special effort is needed beyond that which they have the time, skill or community contacts to provide. The agency creates a special "task force" composed of volunteers and agency staff to more accurately identify and better document needs, to prepare a realistic program plan and sell it to the community. This task force should be attached administratively to the agency executive's office.

In both examples the volunteer program director (or special assistant) provides specialized and supplementary assistance to the volunteer program effort, but the primary responsibility for the program remains with "regular" agency staff, regardless of the volunteer program's level in the organization.

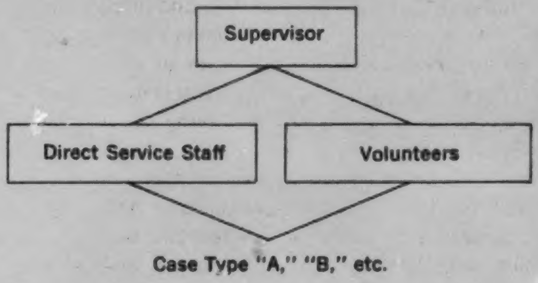
Model 2, The Volunteer Program as an Integral Part of Agency Program, has many advantages over Model 1 because it is administratively integrated. Essentially, it reinforces the concept that volunteer activities can play a significant role in all aspects of the agency's responsibilities. This applies to its direct service possible whenever it places staff responsibility for volunteer activities within the regular administrative structure. This makes possible (but of itself does not insure) a partnership between staff and volunteers that is not likely to occur in Model 1.

2. *Service models.* Organizational Model 2, The Volunteer Program as an Integral Part of the Agency, allows for more options in service delivery methods than Model 1. Where volunteer efforts are integrated with regular staff activities throughout all levels in the organization, the volunteer program can be more versatile and service delivery arrangements more varied. For example, the following models of direct service delivery are then possible:

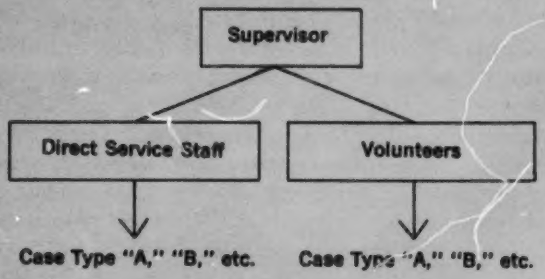
a. Direct service staff[1] and volunteers work on *different types of cases* under supervisor's direction;



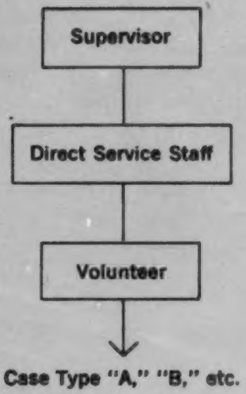
b. Direct service staff and volunteers work collaboratively on same cases, performing different functions, under supervisor's direction;



c. Direct service staff and volunteers work independently on *same type of cases,* under supervisor's direction;



d. Direct service staff supervises volunteers who work on cases;



Agencies adopting Organizational Model 2 are free to use as many of these service delivery models as their program needs indicate and staffing abilities permit. This variety of service delivery models permits a differential use of staff, with important implications for staff upgrading and hiring.

The expanded use of volunteers under these direct service models (on similar types of cases, different types of cases or by functions) can lead to better staff and volunteer deployment. Giving volunteer supervision assignments to agency professional direct service workers could hasten their career advancement and increase worker satisfaction. Also, concepts concerning volunteer utilization can be tested (e.g., Do volunteers better perform an enrichment of supplementary service role or a primary direct service role?).

Multiple staff-volunteer work relationship options are also desirable for activities other than direct service e.g. resource development, program evaluation, advisory boards, task forces, program monitoring, child advocacy, etc.

Certain potential problems are associated with use of these multiple options. For example, agency staff at all levels must be trained adequately to work with volunteers. This includes accepting the value of volunteer efforts as well as the ability to provide consultation and supervision to volunteers. It also requires that the agency be open to questioning of its methods and experimentation. When these conditions are met, there are limitless opportunities for volunteer activities—all with a high payoff for volunteers, staff, agency clients and the community.

B. Staffing Volunteer Programs

Staffing for a volunteer program should be commensurate with the scope, complexity, and importance of the program to the agency. It should also reflect the nature of the agency, its needs, and how the volunteer program is integrated into the general organization of the agency. Many agency personnel will spend part of their time as volunteer program staff members. Others will be full time. Some will work cooperatively with volunteers, some will supervise them, and others will use the results of volunteer activities. In this sense, the "staff" of the volunteer program is as large as the nature of the program defines itself. For this reason, there is no single pattern or model for volunteer program staffing.

In addition to general agency staff who are involved in various aspects of volunteer program planning and implementation, at least one full-time staffer is needed to serve as volunteer program administrator or specialist. The potential return from volunteer activities certainly warrants at least one full-time position plus necessary secretarial support services. In a middle-sized or large agency, more than one position is probably needed to handle program development, staff and volunteers consultation, and specialized support services (training, evaluation etc.).

The volunteer program administrator (or specialist) should be located at the highest policy formulation and program planning level within the agency. Therefore, this person should either be attached to the agency executive's office or given top division level status as suggested in the Organizational Model 2 chart presented earlier. In either event, the appointee should be included in all "cabinet" meetings and be in the regular line of communications throughout the agency structure. Without "cabinet level" representation much opportunity will be lost for mutual interchange and influence between the agency and volunteer program. The volunteer program is, in effect, disenfranchised; both the program and the agency are losers.

1. *Alternatives to a full-time volunteer program administrator.* As indicated earlier, any agency can easily justify a full-time, paid volunteer program administrator on the basis of increased and more effective services provided. However, if this is not possible, there are alternative ways to staff the volunteer program on a beginning or interim basis:

- Part-time, paid volunteer program administrator.
- Using an existing staff member part-time.
- Creating a new, part-time paid position.
- A volunteer (non-paid) volunteer program administrator.

A drawback to the part-time volunteer program administrator approach is that the staff member's time devoted to this important function, will conflict with other job demands or outside interests. Also, designating this position "part-time," whether paid or unpaid, imparts a sense of lesser importance about the volunteer program to other staff members. In most instances where part-time administrators have been used, volunteers were involved primarily in program enrichment or supplementary activities with scant participation in planning, policy-making, and system modification. Under this arrangement, community education is a chance by-product of direct service activity and not a conscious, planned effort.

The volunteer (non-paid) program administrator method has been used with varying degrees of success. Its effectiveness depends upon recruiting a volunteer with the skills necessary to develop and administrate a quality volunteer program. This person must also have enough time to devote to these tasks and be able to make a commitment of sufficient length to insure familiarity with agency program methods and staff, and to allow development of an effective volunteer plan. This approach is most successful when the person selected has extensive experience in community, civic and volunteer activities.

One good potential source for a qualified volunteer (non-paid) program administrator is private industry. Many corporations have loaned executives to worthwhile community-oriented agencies with a demonstrated record of accomplishment and high degree of commitment. Also, civic and public service organizations such as the League of Women Voters, the National Council of Jewish Women, the Junior League, RSVP, Rotary, Kiwanis, Lions and Chamber of Commerce are fertile recruitment sources for locating a volunteer (non-paid) program administrator. Organizations should be canvassed that have shown an interest in the service area represented by the agency looking for a volunteer administrator. For example, if the juvenile court is looking for a volunteer program administrator (non-paid), an organization that is or has been studying juvenile delinquency problems and programs would be a good source.

However, a note of caution: A non-paid staffer in an organization of paid positions, in our society, generally accrues low status unless factors dictate otherwise. Countervailing influence, such as the person's prestige in the community or techniques applied by the agency (proper job title, placement upwards in the organization chart, clear directives from the chief executive) can ameliorate this problem. Also, the agency seeking a non-paid volunteer program administrator should recognize that it is placing heavy demands on a person without the usual remuneration. Other rewards or reinforcements are necessary to provide continuing motivation.

These alternative methods of staffing the volunteer program administrator's position should be used only when a full-time, paid position is impossible. Even then, this interim arrangement should not be seen as the ultimate solution. However, the interim staffing arrangement might be incorporated (on a paid or non-paid basis) into the long range plan by making that person a permanent part of the volunteer program staff.

C. Skills Required of a Volunteer Program Administrator

Traditionally, staff members responsible for the management of volunteer programs have been referred to as "volunteer coordinators." Historically, and in most instances today, duties performed by most volunteer coordinators are essentially within the realm of program enrichment. As such, volunteer coordinator positions are usually found several layers below the top planning and administrative levels in agencies and are not considered an integral part of the delivery system.

An agency wishing to establish an effective volunteer program must be prepared to make the same level of commitment to the volunteer program as it makes to the general professional services provided by the organization. This means that the volunteer program must be administered by a volunteer program administrator who should be considered part of the agency management team.

As outlined in the Model 2 Organization Chart, the position should be located at the top policy and planning level within the organization and should be filled by an individual skilled in the area of management and administration. The volunteer program director must be involved in top level staff planning meetings and participate in developing agency goals and objectives. He must be informed of service needs and gaps and general agency problems, and he must be expected to contribute to their resolution.

Specifically, the kinds of skill and knowledge needed by volunteer program directors are:

- General management and administrative skills, including the ability to conceptualize problems, organize materials, speak and write effectively, make decisions.
- Knowledge of problems, practices, and "culture" of the system within which the program operates, i.e., juvenile justice.
- The ability to work with different people effectively in a variety of settings.
- Knowledge of community resources and a commitment to the use of volunteers in providing services for the agency's clientele.
- Commitment to the concept of community change for both prevention and treatment of social problems.
- The ability to think creatively and the psychological security and maturing to take *reasonable* risks.
- Knowledge of technical aspects in administering a volunteer program (e.g., recruitment, selection, training, etc.).
- Appreciation of and commitment to program monitoring, evaluation, and changes based on data.

The volunteer program director selected on the basis of these criteria should be able to provide adequate leadership in the development and operation of a successful volunteer program—assuming, of course, reasonable cooperation from the agency. Much of this cooperation will depend upon his skill. Where volunteer programs already exist, the directors of these programs should be trained in the areas outlined above.

D. Staff Orientation to Volunteers

An orientation of regular staff to the value of volunteers and to the variety and differential uses of volunteers is an essential part of preparing an agency for a new volunteer program. This should take the form of a required in-service training session prior to implementation of the new program. Many volunteer programs have failed to meet their full potential partially due to staff resistance. This problem is most early overcome by training staff in the use of volunteers before they come, thereby heading off staff resistance before it begins.

However, if staff resistance does persist, the administrator's first task is to identify its nature and source. It may be attributed to a lack of staff skills for supervising volunteers; an uncertainty about the capabilities of volunteers or the respective roles and responsibilities of volunteers and staff or staff insecurity about their own jobs. In all these cases the resistance is best met by facing it openly with ongoing inservice and orientation training specifically geared to the source of the resistance.

The content of this training will vary, but wherever possible it should be integrated into the agency's regular ongoing inservice training. Wherever possible, techniques of group discussions, role playing, seminars, audio/visual aids, etc., should be utilized to make the training more interesting and attractive. To enhance creditability, experienced staff and volunteers may conduct these programs.

In addition, training in the uses and supervision of volunteers should be incorporated into the orientation of all new agency staff. The National Advisory Commission on Criminal Justice Standards and Goals recommended that all corrections agencies take immediate steps to plan and implement orientation programs for staff.[2] This recommendation has been strongly supported by the findings and recommendations of various Presidential Commissions and national standard setting organizations in the juvenile justice field. All new employees (professional, secretarial, food service, maintenance, medical, educational, business management, etc.) should be required to attend the orientation sessions. An important part of the orientation program should be directed toward acquainting new staff members with the volunteer program.

It is important that sound planning go into deciding which aspects of the volunteer program to presented in orientation. A well-planned and executed orientation program can have a significant impact on the development of constructive employee attitudes.

Introducing the volunteer program during orientation will help insure that all new agency staff have the same basic information and understanding about the program, its purposes and implementation. It will convey to new staff members management's commitment to the volunteer program. Also, it will assist in enlisting the support of new employees for the program.

Regardless of the agency's size or complexity, the orientation of new employees to the volunteer program should include, but not be limited to, the following:

- The agency's philosophy pertaining to the use of volunteers.
- Explaining the goals and objectives of the volunteer program.
- Highlighting the relationship between the volunteer program and the goals, objectives and services of the agency.
- Highlighting the technical aspects of the volunteer program and the responsibilities of staff. This should include explanations of volunteer recruiting, screening, orientation, job assignment, training, supervision, and program evaluation.
- Identifying some of "... the common misconceptions or 'myths' about volunteers;"[3] as follows:

1. *Volunteers are not dependable.* A plethora of existing volunteer programs demonstrate the reliability and dependability of properly trained and supervised volunteers. The volunteer programs of the Florida Division of Youth Services, the Hennepin County Department of Court Services (Minneapolis, Minnesota), the Marcopa County Juvenile Court (Phoenix, Arizona), and many other demonstrate that volunteers can be recruited and trained to perform any task in an efficient and effective manner.

While it is true that volunteers are not paid and that they may work on a more limited time basis than professional staff, experience has shown that agencies can expect the same kind of performance of volunteers as they do of paid staff. For example, the Hennepin County Department of Court Services implemented a special project designed to:

- "... recruit, select, and train 30 volunteers to conduct predisposition reports and present them to the juvenile court."
- "... recruit, select, and train volunteers to assist in the improvement and delivery of juvenile intake services."[4]

Volunteers recruited for the project were required to make "... a three-year commitment. ..." of time to the agency, were expected to participate in an intensive five-month training program and "... to conduct one pre-deposition hearing (report) at a time.[5] Only four volunteers dropped out during the first 17 months of the project; the turnover rate was less than that of paid staff. [6] Also, the volunteers produced predisposition reports that met all requirements of the Juvenile Court and the Department of Court Services.

In essence:

> "... volunteers (can be) held accountable in essentially the same way as professional staff, through ongoing critique and supervision. Like professional staffs volunteers can be hired and fired. They perform their tasks well because they are motivated to do the best job possible, not because of economic reward. If volunteers do not perform the tasks assigned, it is usually because they have not had the proper supervision, training or both, or a meaningful task commensurate with their ability."[7]

2. *Volunteers are not needed.* The criminal and juvenile justice systems will never have enough professional staff, facilities and economic support to meet the demands placed on them. Volunteers are needed on that basis alone. In addition, as volunteers become involved, they become knowledgeable about the problems of the juvenile justice system and the needs of its clients. Their experiences can often be translated into effective citizen action designed to improve inequities in the system and to upgrade services.

3. *Volunteers will eliminate professional positions.* According to recognized experts in the field, there is no indication that volunteers have eliminated *existing* professional positions. It is quite possible, from time to time, that volunteers may well eliminate the necessity to hire *additional* full-time paid staff. Administrators should take advantage of these opportunities where possible. This is sound management and indicates concern for cost effectiveness. Over the long run, the cost-benefit ratio will be high even though the initial efforts of implementation may be costly for the agency and may require a substantial investment of resources.

4. *Volunteers cannot be trusted to handle confidential information.* There is no evidence to suggest that volunteers are any less reliable than staff in handling confidential information. In the Hennepin County Department of Court Services Project, volunteers were trained to prepare juvenile court social studies and to conduct intake interviews. Sim-

ilarly, in Worcester, Massachusetts, volunteers were trained to prepare court social studies. These, and other responsible volunteer programs elsewhere clearly document the fact that volunteers treat confidential information responsibly.

Wherever possible, orientation materials for new staff members concerning the volunteer program should be reduced to writing, integrated into the general agency operating manual given to all new employees at the orientation sessions. These orientation sessions should be conducted by the volunteer program director and his staff. However, it is equally important that the administrator or director of the agency, along with other top level administrative staff, participate in the orientation sessions. This will communicate to new employees the importance of the volunteer program.

E. Designating Responsibilities

If volunteers are to engage in a variety of activities within an organization of any size or complexity, the question, "Who is responsible for what?" emerges frequently. If volunteers are to engage in activities at various levels within the agency, the question becomes even more complex and frustrating to all concerned. One way to examine this question and determine responsibility in some logical fashion is to plot areas of *volunteer activity* and areas of *staff* responsibility in a grid similar to that pictured in Table 2.

- Make certain that the objective to be achieved is clearly understood by all parties and is reduced to writing.
- Determine the section of the agency in which the activity will occur and which staff member will have the final decisionmaking responsibility for it.
- All Staff who will be affected by the program should have a voice in its planning and implementation.
- The staff who will be working directly with

Table 2.—AREAS OF STAFF RESPONSIBILITY AND VOLUNTEER ACTIVITY.[1]

Volunteer Activity

Staff Responsibility for Volunteers	Direct Services	Program Evaluation	Program Planning	Resource Development	Community Interpretation
Volunteer Program Planning					
Recruit and Select Volunteers					
Assign Volunteers					
Orient and Train Volunteers					
Consultation to Volunteers					
Supervision of Volunteers					
Evaluation of Volunteer Program					

---

[1] When a volunteer project or activity is contemplated or implemented, this grid can be used to determine which individuals in the agency should be involved and who should be given primary responsibility for specific staff functions. The following guidelines can be used to identify those staff who should be involved in the various volunteer planning activities.

volunteers should be responsible for their supervision.

- ***Decision making*** with respect to any aspect of volunteer program planning and implementation activities should be located at the *lowest* possible organizational level within the agency (i.e. supervision of volunteers in direct service activities should rest with line professional staff).

Two examples are shown in Table 3. In each instance the underlining denotes the staff person primarily responsible for the activity.

Table 3.—STAFF RESPONSIBILITY FOR VOLUNTEER PROGRAM ACTIVITIES

Example 1: The agency has decided to use a group of community volunteers as counselors for youth on probation. (Direct service)
Example 2: The agency wants the community to establish two group homes for delinquent youth. (Resource development)

	Volunteer Activity	
Staff Responsibility for Volunteers	*Example 1* Direct Services	*Example 2* Resource Development
Volunteer Program Planning	*Assistant Director, Field Services,* Director of Volunteer Program, Supervisor-Field, Line Worker-Field and Volunteer.	*Assistant Director, Institutional Services,* Director of Volunteer Programs, Agency Executive, Volunteers, Supervisor-Institution, and Line Worker-Institution.
Recruit and Select Volunteers	*Volunteer Program Director,* Assistant Director-Field, Supervisor-Field, Line Worker-Field, and Volunteers.	*Volunteer Program Director,* Assistant Director-Institution, Agency Executive, Supervisor-Institution, and Line Volunteer.
Assign Volunteers	*Supervisor-Field,* with help from Volunteer Program Director and Line Probation Staff.	*Assistant Director-Institution,* with help from the Volunteer Program Director.
Orient and Train Volunteers	*Director of Volunteer Program,* Training Director, Assistant Director-Field Services, Supervisor-Field, and Line Worker-Field.	*Agency Executive,* Director of Volunteer Program, Assistant Director-Institution, Supervisor-Institution, and Line Worker-Institution.
Consultation to Volunteers	*Line Workers,* Supervisor-Field	*Supervisor-Institutions* and others.
Supervision of Volunteers	*Line Workers,* Supervisor-Field.	*Supervisor-Institutions.*
Evaluation of Volunteer Program	*Research Director,* Assistant Director-Field Service and all other agency staff.	*Research Director,* Assistant Director, Institution Director and all other agency staff.

F. Volunteer Supervision

As noted in Table 3, responsibility for supervising volunteers is delegated and assigned to staff members who will be working directly with them. Supervision of volunteers should *not* be the function of the volunteer program director. (See Paragraph A, "Organization and Service Models for Volunteer Programs").

One of the most significant problems in volunteer programs is that staff lack skills in supervision. This issue has received considerable attention in recent years and has been a concern of many national organizations dealing with volunteerism. The results of a study of the Hennepin County Department of Court Services (Minneapolis, Minnesota) illustrate this problem and what can be done to correct it.

> "The Hennepin County Study, after compiling information from volunteers and probation officers (on a number of questions concerning the adequacy of supervision) drew the following conclusions.
>
> "*Conclusion I.—A relatively large percentage of the probation staff involved in the study feel they are inadequately prepared to supervise volunteers.* (1) 80% felt that they did not completely understand their role expectations as supervisors. (2) 70% felt that they needed ad-

> ditional training to adequately supervise volunteers. (3) 68% felt they didn't totally understand how to fill out volunteer request forms, and (4) 73% felt they could use some training in giving volunteers information on community resources.
>
> "*Conclusion II.—A relatively large percentage of the probation staff involved in the study are not adequately carrying out their role working with volunteers.* The following questionnaire findings support this conclusion: (1) 75% had no direct contact with volunteers during the last month. (2) Only 11% participated in goal setting with each volunteer concerning the probationer. (3) Only 33% had discussed volunteer's function as a "team" member. (4) None of the probation staff had strongly encouraged their volunteers to participate in in-service training during the past month . . . (5) 48% felt that problems concerning client or supervisor were not discussed candidly. (6) 495 felt they had not received adequate feedback concerning their performance. (7) 75% felt that the supervisor did not adequately participate in joint goal setting. (8) 78% felt their supervisor had never discussed their function as a "team" member.[8]

Based on the above findings, it is apparent that any serious volunteer program should have a staff training commitment equal to its volunteer training commitment.

> "The problems of staff resistance, high volunteer drop-out rates, and volunteer discouragement are directly related to the type and quality of supervision the volunteer receives. Many professionals working in a direct service capacity do not understand or have skills in the area of supervision. Particularly, professionals are deficient in assuming the role of a supervisor, acting as a teacher and consultant, and in movng the volunteer through the process of job clarification and objective-setting and in being able candidly to evaluate the volunteers' performance.[9]

Before volunteers are introduced into an agency, steps should be taken to insure that staff are equipped with the skills to work with and/or supervise them (depending on what the staff-volunteer relationships will be). Staff should be trained to provide volunteers with guidance direction, training and evaluation. It cannot be assumed as the Hennepin County study on supervision shows, that professional staff will automatically be able to work with and supervise volunteers. Good direct service workers *do not* necessarily make good supervisors. This should not be surprising given the numerous examples of good direct" service workers (probation officers, child care workers, intake staff, parole agents, group counselors, etc.) who have assumed supervisory positions without having the required skills. This situation resulted in poor performance in their new positions. Where volunteer programs are already in existence but no supervision training has been provided to staff, such instruction should be a priority.

It is important to note that volunteers need and want guidance in doing their work. They want to grow and improve their skills and performance. Just as paid staff, volunteers need reassurance and positive reinforcement. They want to have their performance evaluated and to be assisted in areas where improvement may be necessary.

To provide these services to volunteers it is recommended that, at a minimum, supervision training for staff should include the following:

- Job clarification and objective-setting. Instruction in these procedures will help insure that both the supervising staff member and volunteer clearly understand the job to be performed and how to do it. This process will minimize potential problem areas by clarifying:
- The volunteers specific duties, responsibilities, and authority in performing their tasks.
- The responsibility of volunteers to attend in-service training sessions staff meetings, special training sessions, etc.
- How often the volunteer and his supervisor should meet and what is to be discussed.
- The responsibiilty of volunteers to complete necessary report forms and data gathering instruments.
- How to evaluate performance.
- How to serve as a consultant and teacher and assist in upgrading the skills of volunteers.

One significant aspect of volunteer-worker-supervisor relationships often overlooked is the volunteer's contribution to the job being done by the paid worker or supervisor. The receptive worker or supervisor can learn much from volunteers. Often volunteers discover information or have insights and skills that can be useful to workers and supervisors—if volunteers are encouraged to share these contributions and if the worker or supervisor is capable of handling them. Volunteers may—on the basis of different perspectives, past experiences, or difference exposure to the agency program—see quite different ways that workers or supervisors might do their own jobs. To make this possible, the agency climate should be such that volunteer suggestions are not threatening to staff.

NOTES

[1] Direct service staff refers to the agency worker who has direct contact with the client, i.e., depending upon the agency or unit within an agency, it would be the probation officer, child care worker, parole officer, etc.

[2] National Advisory Commission on Criminal Justice Standards and Goals, *Corrections* (Washington, D.C.: Government Printing Office, 1973), p. 494.

[3] Health and Rehabilitative Services, *Standards and Guides*, p. 13.

[4] Department of Hennepin County Court Service, *A Team Approach* (Minneapolis, Minnesota: Hennepin County, 1972), p. 3.

[5] *Ibid.*, p. 35.

[6] *Ibid.*, p. 35.

[7] *Ibid.*, p. 37.

[8] Ira M. Schwartz, *Department of Court Services; Volunteer Program Survey* (unpublished survey, Hennepin County, Minnesota, 1972) cited by Ivan H. Scheier and Judith Lake Berry, *Guidelines and Standards for the Use of Volunteers in Correctional Programs* (Washington, D.C.: Government Printing Office, 1972), pp. 56-57.

[9] *Ibid.*, p. 57.

CHAPTER VI. RECRUITMENT

Where volunteer programs are contemplated or are in existence, the issues of volunteer recruitment, screening, orientation, training, and assignment occupy great importance in the minds of juvenile justice professionals. National, state, and local conferences, workshops, and seminars have all devoted considerable attention to these issues. Program administrators demonstrate their concern when they ask:

- Can we recruit volunteers to perform a certain task? If so, how?
- What is the motivation of people who volunteer? Recurring concerns are raised by staff with respect to the motivation of volunteers. Some professionals feel that many people who volunteer are basically self-serving, attempting to meet their personal needs at the clients expense.
- How can we expect volunteers who are not "professionals" to really help the troubled people that we are responsible for serving? (It is not uncommon to find examples of staff developing elaborate and extensive orientation/training programs in an attempt to teach volunteers "all there is to know" before assignment to eliminate possible mistakes.)

These "problems" have absorbed far more staff attention than can possibly be justified by their relative importance. Dwelling on these concerns diverts the administrator's attention from the far more important issue of how to fully and best utilize volunteers talents.

It is the opinion of the authors that in some instances these questions and concerns indicate staff resistance to the use of volunteers, and reflect a lack of support and commitment to the volunteer program. In these situations, for example, it is not uncommon to find that criteria for the recruitment, screening, orientation, training, and assignment of volunteers are more rigid and stringent than the criteria for professional staff. Often, these rigid criteria and the use of devices such as psychological tests, written examinations, book reports, etc., are nothing more than obstacles designed to screen out volunteer applicants or to test their level of commitment.

It is important to insure effective quality control for the volunteer program. In this respect, a sound principle to follow is: If an agency has sound and successful procedures for recruiting and hiring *paid professional staff,* then it should apply the very same procedures to the recruitment, screening, orientation, and assignment of volunteers. In fact, it would be better if juvenile justice agencies designed their volunteer recruitment programs to attract and "screen-in", not "screen-out", volunteers. Programs and service needs are sufficiently varied to provide volunteer opportunities for almost anyone willing to give the time.

It is important to remember that effective recruitment, screening, and orientation efforts *also* serve as an important "selection process". Some individuals interested in volunteering will eliminate themselves from consideration when they learn about the program, its requirements, and what would be expected of them. Consequently, the number of volunteer applicants who would have to be rejected as totally unacceptable is quite small.

In essence, the issues of volunteer recruitment, screening, orientation, training and assignment should be seen as a continuous process leading to the effective utilization of volunteers in some capacity. The capacity may be a direct service function, such as a one-to-one relationship with a client, or an indirect service function, such as helping a program administrator plan the expansion of services. The nature of the volunteer's intended job should dictate how an administrator approaches the tasks of recruitment, screening, orientation, training, and assignment.

Since these tasks are part of a continuous process, it follows that separate parts of the process may perform multiple functions. For example, orientation sessions can, in part, be used as a screening device, or volunteer supervision could be utilized for in-service training purposes.

The Marcopa County (Phoenix, Arizona) Probation Department Volunteer Program has developed an orientation program which takes place over three consecutive evenings. This program brings the volunteers together in a group setting to:

- Inform them about the juvenile court system;
- Familiarize them with probation services;
- Make them aware of the types of jobs available for volunteers;
- Describe to them, in a general fashion, the juveniles served by the Department; and
- Increase their awareness of the elements important in establishing a helping relationship.

This type of orientation accomplishes several functions. Since it is held on three consecutive evenings, it serves as a selection process to help identify those volunteers who are truly interested and committed to working in the court setting. In some instances, a few volunteers will "de-select" themselves from the program after one or two evenings because of the initial time demands of the sessions. Also, because the orientation is comprehensive, volunteers are given sufficient information to facilitate their decision to devote time to that particular agency and program. It provides them with facts about volunteer experiences, along with a clear understanding of what is expected to them and what they can expect from the agency. Orientation can serve yet another function: because volunteer program staff are able to work with and observe the potential volunteers in a variety of situations during these sessions, orientation can contribute to decisions about potential client-volunteer and supervisor-volunteer assignments.

It would be helpful for the reader to keep this example in mind throughout this section. Although these procedures are examined in detail individually, the process itself is fluid and dynamic. Each step in the process impacts on other steps, either enhancing or detracting from the entire process.

There are two primary ways to recruit volunteers: (1) generalized recruitment; and (2) goal-oriented recruitment. While each of these methods has merit on its own, both should be incorporated into the volunteers program.

A. Generalized Recruitment Efforts

Generalized recruiting for the volunteer proram consists of recruiting on a mass basis through brochures and literature, speeches, public service announcements on radio and TV, advertising in newspapers, and by word of mouth. These efforts are aimed at the broadest possible public audience.

But even though the mass media is employed and efforts are geared to a large audience, the content of these recruitment efforts should be specific and purposeful. In addition to the guidelines for recruitment outlined in Paragraph C., *General Principles of Volunteer Recruiting*, the following tips are recommended for recruitment presentation:

- Highlight the important contribution volunteers can make in upgrading and expanding services.
- Highlight the full range of available volunteer opportunities.
- Emphasize the various agency resources available to assist volunteers and stress that they will be included as part of a team effort.

Though aimed at a wide audience, generalized recruitment efforts should be self-selective by design. If the message communicated about the program is specific and includes information about volunteers' requirements and expectations, then only those who feel they can meet the obligations and commitments will respond.

The efforts of the Volunteer Services of Kalamazoo County Probate Court Juvenile Division offer an example of good generalized recruitment. Volunteer Services, Voluntary Action Center, and four other agencies organized a labor recruitment drive that focused on specific companies in the Kalamazoo area. The companies management and labor leaders were involved in planning and implementing the effort. Briefly, the program consisted of recruiting company personnel and informing them of the need for volunteers and ways they could help recruit volunteers from their own ranks. The company "recruits" also received training on the goals and objectives of the various participating agencies. This information served as a basis for the recruitment effort and helped prospective volunteers select the program in which they wanted to participate (e.g., VPO, Big Brothers, etc.). In many instances, this corporate recruitment staff was able to attract friends and colleagues from their respective companies. The friends and colleagues, in turn, recruited still others to volunteer.

B. Goal Oriented Recruiting

When hiring staff, the program administrator looks for a person who has the talents and skills needed to perform specific roles and functions. A program administrator recruiting volunteers is also trying to find people who can perform specific tasks. It follows that recruitment efforts should be aimed at that portion of the community with an interest in the program and the ability to perform the tasks.

If agency staff have done an effective job in defining objectives and identifying the types of skills required to achieve these objectives, recruiting efforts can then be *focused and goal-directed.* This process can also provide clues as to where one might look for volunteers with the needed skills.

For example, one program objective might be to screen all youth admitted to a state training school for special learning disability problems. Efforts to recruit volunteers for that program could focus on current and former teachers with specialized training and experience in learning disability problems, rather than recruiting individuals merely "interested" in the program and then having to provide specialized training for them.

C. General Principles of Volunteer Recruiting

Regardless of the task or function volunteers are trying to perform, there are at least three general guidelines program administrators should follow in their recruitment efforts:

1. *Do not recruit more volunteers than you can use.* Many agencies with volunteer programs have long lists of volunteers waiting to be placed and/or re-assigned. Sometimes volunteers must wait from two to six months before being assigned to work. In such cases volunteers may become disappointed and disillusioned, feeling, perhaps that they are not really needed or important.

2. *Maintain honesty and integrity in recruitment efforts.* Be careful to explain the exact nature and scope of the agency's volunteer program and identify only those areas where additional volunteers are needed. Do not make commitments which cannot be met. Volunteers are quick to discover the truth.

3. *Sound recruitment practices should be used as screening devices.* Potential volunteers should be accurately informed of:

- The agency and its philosophy about its general and volunteer programs;
- The agency's rationale for using volunteers;
- The agency's expectations of volunteers;
- What volunteers can expect of the agency;
- The minimum amount of time they will be expected to devote and for how long; and
- The kind of screening, training, and supervision they will be given.

This information will help screen out volunteers who are not interested, who do not wish to meet the agency's expectations, or who simply do not fill the requirements.

D. Recruitment Efforts for Community-Centered and Child-Advocacy Services

Community-centered and child-advocacy services are a systems-focus approach to volunteerism. The main thrust of such volunteer programs is to monitor, evaluate, and assist in upgrading and coordinating existing service delivery systems in the community. (Refer to Chapter III, paragraph C, "Systems Monitoring and Advocacy" for a more detailed description.) This is a relatively new and unexplored area in the field of juvenile justice volunteerism.

Volunteers working in this area will not be involved in the delivery of direct client services or indirect agency-centered services. Instead, volunteers will be called upon to investigate the adequacy, efficiency and quality of services and how they are delivered. They will be asked to identify where services needed to be developed, expanded or improved. Obviously, recruitment efforts should be focused toward individuals with special interests and skills.

Because of the nature of community-centered and child advocacy services, it is anticipated that most volunteer efforts in this field will be under the auspices of private, non-profit agencies, citizen coalition groups, and independent associations.

Recently, many civic and community service organizations have directed their attention to the study of the juvenile justice system. These types of organizations are an excellent potential source for child advocacy and community-centered service volunteers. Such organizations include: The Junior League, The National Council of Jewish Women, the League of Women Voters, the AFL-CIO, the Chamber of Commerce, and others in addition to the many citizens "watchdog" monitoring programs in the field of adult and juvenile corrections that have developed in recent years. These groups have experience in monitoring programs and are an excellent source for volunteers. Legal aid, public defender and other attorney-based associations are concerned with juvenile justice issues and should definitely be included in recruitment plans. Finally, many interested and informed citizens want to involve themselves in child advocacy programs. Properly recruited, oriented, and trained, these individuals may prove to be highly skilled in implementing change in public social policy.

The following example illustrates recruitment efforts and techniques utilized on behalf of child advocacy and community-centered services.

A medium-sized southern city had little or no existing communication or coordination among agencies serving youth. One of the agencies, the school board, decided to implement an experimental program whereby students in a certain area of the city would attend school on a year-round basis with scheduled three week breaks. Another community agency, the park district, unaware of this decision, closed down the swimming pools and recreation area during the three-week vacation periods.

With the help of a private agency, a neighborhood association was formed, and a meeting was called to discuss the problem. Efforts were made to involve parents of the children affected, representatives of the Parent-Teachers Association, the League of Women Voters, businessmen's associations, representatives from private social agencies, the school board, and park district. A small representative subcommittee was established to work with the school board and park district, and report back to the full committee with a recommended solution. The committee continued to meet on a monthly basis to discuss issues, problems, and program plans of the various agencies to prevent the recurrence of similar problems.

E. Recruitment of Volunteers for Client-Centered Services.

The major responsibility for coordinating and implementating a recruitment plan for client-centered service volunteers should be vested in the volunteer program director. This does not mean that other agency staff should be excluded from the recruiting process. On the contrary, agency staff at all levels should be actively involved in volunteer recruitment. Agency staff have many opportunities to come into contact with the community. They should seize upon these opportunities to discuss the volunteer program and encourage people to become involved. Consequently, all agency staff should be knowledgeable about the volunteer program and able to speak of opportunities for citizen involvement.

The volunteer program director must be creative, energetic, and aggressive (refer to Chapter V, paragraph C, "Skills Required of a Volunteer Program Administrator"). When meeting the public, he should attempt to interest people in the agency program and motivate them to volunteer. Also the volunteer Program Administrator must be completely convinced of the program's merits, i.e., of the agency's ability to deliver quality services to its clients and the necessity and desirability of involving volunteers in this service delivery. This being the case, it will soon become apparent that the quality of the volunteer program itself is one of the most valuable recruitment attractions.[1]

A well supervised program, one which provides volunteers with meaningful job opportunities and which has a constructive impact on its client population will, almost on its own, draw potential volunteers. Therefore, the *program* is the key. Recruitment efforts simply make people aware of the program's existence and encourage them to become involved.

The volunteer program director can draw from a variety of vehicles and media to disseminate information. One of the most valuable resources is the staff and/or the volunteers themselves. Several program directors visited during the preparation of this document indicated that existing volunteers were their primary source for new volunteers. These individuals had developed a strong positive feeling toward the program, and felt the programs services were significant. They enjoyed the relationships they developed while doing volunteer work, believed that their personal contributions to the program and community were significant, and felt they were receiving adequate supervision and training to perform the tasks. Therefore, they informed others whom they thought could also contribute to the program and encouraged them to participate.

In starting a program, the primary responsibility for public information should fall to the volunteer program director, agency administrator, supervisory personnel, and paid staff who will be directly involved in the volunteer program. Depending upon the objectives of the program, the initial volunteer recruitment efforts could take the form of making displays at local meetings and conventions.

The print media is another very important resource that a program director should utilize. This includes brochures, pamphlets, fliers, newsletters, exhibits, advertisements and news releases in local papers, posters, and billboards. Visual displays can be developed that are geared the general public. When properly utilized, they can be seen by a wide audience. However, if necessary, they may be targeted for certain groups. For instance, placing posters in particular community areas will be more likely to attract the attention of specific persons or groups.

Special interest publications, such as company newspapers, union magazines, and veterans' organization newsletters can be valuable recruiting tools. Because these periodicals serve special interest groups and gear their editorial content specifically to those people, subscribers read them more thoroughly than they would more general publications such as daily newspapers. Equally important, some of these publications will include public service advertisements at no cost.

Finally, a volunteer program director can utilize radio and TV. Public service announcements, public interest spots on news programs panel discussions, and call-in interview shows are but a few of the ways to reach, educate, and recruit a wide and diverse audience. Again, messages can be targeted for certain audiences by timing their presentation or through selective use of different stations.

Therefore, there are a variety of recruitment methods and techniques available. The key issue, however, is deciding which methods to use and when, so that recruitment efforts can be efficient and effective. The problem is further complicated by the fact that most agency administrators, volunteer program directors, juvenile court judges, institutional superintendents and directors of private, non-profit agencies lack expertise in the fields of public relations and advertising.

Volunteers recruited to handle these chores in some instances have successfully solved this problem. Specifically, public relations firms, advertising agencies, and private corporations were contacted and asked to provide consultation and assistance in developing public information volunteer recruitment efforts. In a few instances the advice and consultation was provided through the vehicle of an advisory board while, on other occasions, it was provided on an individual basis.

Seeking assistance in this manner has several distinct advantages to both the agency and the public relations or advertising firm involved:

- The agency, and particularly the volunteer program, benefits from the assistance of experts in the field of public relations and advertising. More often than not, the agency could not afford to pay for these services.
- Public relations, advertising, and marketing company executives may not have the time or the interest to volunteer in direct service areas. However, they may see the opportunity to provide consultation and assistance in their area of specialization as a means of making an informal contribution to the agency in a way that can accommodate their time constraints.
- Most companies and corporations are committed to the concept of social responsibility and are actively looking for areas in which they can contribute to the betterment of the community. They are particularly interested in making contributions of corporate expertise and human resources, as a welcome change from the continual requests for financial aid. In fact, some companies appreciate being called upon, and enthusiastically offer their human resources.

In any event, when deciding which media would best serve the interest of the program, the volunteer program director must always keep utmost in his mind the goals and objectives of the program (and of the agency in which the program is housed). Recruitment efforts should always be related to specific needs. If the program is just starting and needs six individuals to be matched on a one-to-one basis with six clients, then the best recruitment method may be contacting friends and acquaintances of staff members. If a program needs 50 volunteers to provide recreational activities to juveniles, on an on-going basis a better method of recruitment may be through the print media or through personal and group contacts of staff and other volunteers. If a large number of volunteers are needed, electronic media may be preferable. In any case, agency goals and objectives must first be designated, needed volunteer skills determined, and then, the most appropriate recruitment method selected.

F. Recruitment of Volunteers for Agency-Centered Services

Programs using volunteers primarily to provide better services within the agency (which, in time, indirectly improves the quality of service to the client) pose special recruitment problems. Again, the nature of the volunteer job dictates the individual or group to whom the appeal is directed and the appropriate methods for communicating. If volunteers are needed to perform specific tasks such as clerical activities, serving as a secretarial assistant, providing transportation, assisting in program evaluation, etc., recruitment methods should be used which would best reach individuals with those skills and interest.

However, some agency needs require other kinds of talents, skills, and experience. Although recruiting for these individuals should follow the same guidelines outlined above, they may require more planning and resourcefulness. Often these efforts require personal contact by the volunteer program director, the agency director, the juvenile court judge, or other influential community people. An example would be recruiting individuals to serve on advisory boards, task forces, special planning and policy review commissions, boards of directors, etc.

The selection of persons to serve on an advisory board should begin by clearly defining the board's role and responsibilities. In essence, the criteria for selecting advisory board members should be based upon the purpose and hopes for that group. Defining the purpose for and responsibilities of the advisory board is also helpful from the volunteer's point of view. It gives the potential volunteer a clear understanding of the obligations and commitments necessary for board membership. To many, what has just been described may be little more than common sense or elementary. However, there are numerous examples of advisory boards (and task forces and committees) with ill-defined purposes and few written guidelines, whose members have differing, sometimes conflicting understandings of their role and the function and responsibilities of the board. Often there is confusion as to the agency staff member responsible and accountable to the board.

A case in point is the Juvenile Detention Advisory Committee formed by a Department of Corrections in one of the larger, more populous states. After three initial meetings characterized by generalized discussions of the "detention problem" in the state, differing perceptions emerged regarding the purpose for the group. Also, the Committee's composition was continuously changing. At various times, the Department had as many as six staff members present during meetings. It was unclear who was responsible for liaison with the committee, and some staff actually envisioned themselves as advisory board members.

The group immediately sought a written clarification from the Department Director as to the advisory board's precise purpose, scope, and responsibilities. They also requested information concerning the board's composition and intended "life span," the staff member or members with primary responsibility for liaison and direction, and what the committee could expect in the way of staff services. Before these issues were finally resolved, much time and effort was wasted and the Department suffered unnecessary embarrassment.

An individual may be chosen to serve on an advisory board simply because he has the time, energy and ability needed by the agency. This individual may be sought after to serve on various sub-committees of the board; to represent the agency to the community; to serve as a spokesperson for the client constituency served by the agency; or to work on fund-raising activities. In any event, the agency is looking for an individual who is accountable and has the time and inclination to work hard on an administrative and policy advisory level.

Some individuals may be chosen because of the need for assistance in developing financial resources. They may be recruited because of their potential for making substantial contributions to help support the agency, and/or because, through their contacts, they can influence others to donate money and assist in fund-raising efforts and in developing resources.

Still other individuals are chosen for their special expertise, because they represent consumer groups or a needed constituency point of view, or because they are experts in the agency's field of operation, or have specialized talents needed by the agency, e.g., administration, program evaluation, finance, personnel, medicine, tax, law, etc. These people can give advice on how to resolve significant problems and upgrade services. They can serve as valuable resources when the agency director encounters unfamiliar situations.

Obviously, advisory boards or committees can serve many functions. There exists a large variety of individuals with differing interests and skills who can effectively serve on them. The following is a list of advisory board possibilities:

- General Agency Advisory Board (Program and Administration).
- General Program Advisory Board (concerned with all agency programs, excluding administrative adtivities).
- Individual Program Advisory Board (concerned with specific programs, e.g., probation, detention, aftercare, intake, group homes, or state or local institutional care).
- Police development.
- Capital improvements.
- Budget and finance.
- Food service.
- Educational programmings.
- Legislation.
- Federal and private foundation grants.
- Public relations and public education.
- Public-private agency relationships.
- Affirmative action and minority staff recruitment.
- Personnel.
- Medical services.
- Program evaluation and research.
- Employment.

In a speech given in Chicago, Illinois, in August

1975, Mike Cheatham outlined a companion set of involvement objectives that should be considered when recruiting volunteers: involve the newcomer, involve the back-up person, and involve the accountable person. He went on to say:

> Author Vance Packard, in *A Nation of Strangers*, tells us that almost half of all Americans move every two years. The newcomer has a basic human need your organization can help fill; sense of community . . . if you can identify these individuals . . . and succeed in motivating them to action soon enough after relocation . . . you may have inspired . . . capable volunteers. To reach these transients—a large body of whom are college educated and upper income types—specialized, pinpointed communications are essential (reaching realtors, for instance). Who is the back-up person? He or she is the resource person, the possessor of a hard skill . . . harnessing the energies and skills of the back-up people can bring you some superb talent. In accounting, in legal counsel, marketing and sales, personnel selection. "Finally, involve the accountable individual . . . This is a certain breed of management professional who is, or could be, a board member. This executive is constantly communicating with his 'publics'—stockholders, bankers, government officials, and community leaders. Increasingly, he has to account for money, profits or losses, time, human resources, market share, and product development. He probably longs for a measure of social accountability in his own operation. And soon, indeed, he may look to you for help in systematizing that function.[2]

Although there are special considerations an agency director must take into account when recruiting volunteers to serve on advisory boards and committees, the process is not entirely different from the recruitment process for other kinds of direct service volunteers. As a matter of fact, the two recruitment efforts often can be combined. The Partners Program in Denver, Colorado, provides a unique illustration of this.

In their "managing partnership effort,"[3] a staff member representing the agency approaches a local company with a package of inter-related requests and benefits. For instance, the Partners' staff may ask for a significant monetary contribution to the program; significant, in that the company might be asked to underwrite the salary for one program staff position for a year. This is in contrast to the company giving a small contribution to several agencies in the community.

If the company agrees, Partners will open a position on their Board of Directors for the highest level person that can be spared by the company. The advantage to the company is that they have input and some control over how the agency utilizes their money. They can also observe firsthand the results of their efforts and hold the agency accountable. On the other hand, the agency benefits from the talent, leadership, and knowledge contributed by this high level company executive of staffer.

In conjunction, Partners also requests the opportunity to organize and recruit company employees as volunteers to provide direct services for the agency. This may mean holding recruitment sessions in the factory or training company employees to recruit others for the agency. Overall, it means a very intense, concentrated effort to make company personnel aware of the Partners Project and to enlist their aid by asking them to volunteer as a partner with a youngster in the community.

Obviously, this provides a vast resource of potential volunteers for the Partners Program. However, companies are also very conscious of their role in the community and are concerned about corporate social responsibility. Partners provides them with an easy way to get involved in a community effort with a significant impact on a major social problem, i.e., juvenile delinquency.

It is easy to see that this unique program significantly benefits both Partners and the companies who elect to become involved. The needs of the Partners Program were not and are not different than the needs of most volunteer programs around the country. They all require direct service volunteers, leadership, and money. The Partners Program administrators were innovative because they recognized a resource that could meet all their needs and successfully "packaged" a recruitment effort that emphasized the benefits to the agency, the companies, and the community.

NOTES

[1] Ivan H. Scheier and Judith Lake Berry, *Guidelines and Standards for the Use of Volunteers in Correctional Programs* (Washington, D.C.: Government Printing Office, 1972), p. 63.

[2] Mike Cheatham, "Voluntarism 1975: A Call for Accountability" (Unpublished Speech given before the 1975 Welfare Public Relations Forum Workshop in Chicago, Illinois: May, 1975), pp. 6-8.

[3] Bob Moffitt, *A Managing Partnership Between Corporate Business and Partners, Inc.* (Denver, Colorado: In-house publication of Partners, Inc., February, 1975).

CHAPTER VII. SPECIAL RECRUITMENT CONCERNS AND ISSUES

Program administrators should be aware of several *special* recruitment concerns and issues. They relate to certain groups of people often overlooked or sometimes eliminated from consideration as significant sources of volunteer manpower. Specifically, they are:

- Minority groups
- The economically disadvantaged
- Ex-offenders (adults and juveniles)
- Youth (in general)
- Clients of the juvenile justice system
- Senior citizens
- Depending upon the program or circumstances, males or females

Each of these groups can make important and unique contributions as volunteers. Each offers a needed and somewhat different perspective. Some can provide a significant link to, and possibly have an impact on those in the general population who are more vulnerable to the effects of crime and who represent high crime risks. All are potential sources of additional volunteer manpower.

In the past, volunteer literature has referred to these issues as special recruitment "problems." Viewing these issues as problems causes one to approach them with a negative outlook or attitude. Each of these issues and concerns, if handled properly, can enhance a program and its operation. The program administrator must keep uppermost in his mind the needs of the clients served by the agency and the ultimate impact program decisions will have upon the client.

A. Recruitment of Minorities and/or the Economically Disadvantaged

Minorities and low income groups comprise a disproportionate number of clients served by the juvenile justice system. Consequently, it is imperative that administrators develop recruitment efforts designed to attract and encourage volunteer representation from these groups.

The following guidelines should be followed when planning the recruitment of members of minority and low income groups:

- Involve representatives of minorities and low income groups in the planning, development, and implementation of volunteer recruitment efforts. Programs that have tried this approach have found in invaluable in terms of developing relevant and effective recruitment measures.

In one instance, a juvenile probation department worked in cooperation with agencies and organizations oriented to minority/low income groups. The probation department provided technical assistance to the agencies which, in turn, recruited, screened, oriented, trained, and assisted in the assignment of volunteers. The credibility of the community-based agencies, coupled with back-up support from the probation department, helped make the recruitment efforts a major success.

- Develop an affirmative Action Program for the volunteer recruitment effort and incorporate it into the Affirmative Action Program of the agency. The program should be comprehensive and contain specific goals, objectives, and action steps to be followed.
- Make allowances for the economically disadvantaged and low income persons with fixed sources of income. If possible, agencies should make monies available to reimburse low income volunteers for expenses such as mileage, meals, transportation, out-of-pocket expenditures, etc. Wherever possible, seek the assistance of other agencies concerned with volunteerism. For example, the Retired Senior Volunteer Program (RSVP) is a good potential source of senior citizen volunteers. RSVP reimburses its volunteers expenses to make volunteering practicable for them.
- Review, on a periodic basis, all minority and low income recruitment efforts. Revise and update procedures when and where appropriate.

B. Recruitment of Senior Citizens

With the advent of early retirement in some areas of private industry and the advances in health care, a huge source of manpower is developing in the ranks of the retired. Senior citizens possess years of experience and knowledge in diverse fields of pursuit. Volunteer programs geared to provide client services and agencies of all varieties would be dreadfully remiss if they did not make concerted efforts to attract and utilize this talent.

For example, when volunteers first became involved in the court system in Royal Oak, Michigan, the active recruitment of senior citizens was one of the major reasons for the program's success. Retired lawyers and judges work as referees in several juveniles courts (such as Maricopa County, Arizona).

Many people approaching retirement are looking for productive volunteer opportunities. They realize that a change from full-time employment to retirement will create a major life re-direction problem. Therefore, one effective way to attract retirees is by contacting large companies. Many corporations provide counseling programs to employees nearing retirement. A volunteer program or agency involved in this counseling series would have an excellent opportunity to tap a valuable future personnel pool.

Some companies and their employees are willing and eager to participate in "loaned executive" programs. Many of these executives, once recruited, could offer years of useful volunteer services (even after retirement from their companies) for the agency wise enough to recruit them.

Retirement communities and senior citizen residential developments also represent a huge concentration of potential volunteers. But many senior citizens in these communities live on fixed incomes. Accordingly, special provisions should be made to help these volunteers by reimbursing them for items such as transportation, meals, and out-of-pocket program expenses.

C. Equal Opportunity Recruitment

It is estimated that, between May 1973 and April 1974, 21,712,000 females (26% of the total U.S. female population) were engaged in some type of volunteer activity.[1] This means that approximately one woman in four is involved in volunteer work (as opposed to the one man in five who volunteers). Although there are no current statistics to indicate what percentage of juvenile justice volunteers were women, a 1969 study conducted by Lou Harris and Associates found that 47% of the volunteers in the overall field of corrections were female.[2]

Closer examination of the data shows that 63% of the volunteers in juvenile correctional institutions are female as opposed to 37% male. On the other hand, 83% of the volunteers in adult correctional institutions are male as opposed to 17% female.[3] Thus, it appears that the majority of volunteers in the juvenile justice system are female (with the reverse being true in the adult system). These figures reflect a traditional bias and philosophy of the correctional system that says that it is dangerous for women to work with adult male criminals but a female volunteer can appropriately meet the needs of juveniles by acting as a "mother image".

These traditional biases should be laid to rest. Experience has shown that women and men are equally effective in working with both juveniles and adult justice clients. The high proportion of females in many volunteer programs in the juvenile justice system does not necessarily reflect the needs of the clients. More often, this arrangement stems from the stereotyped thinking of program administrators whose recruitment practices are subtly designed to "screen in" women.

Agency administrators should also compare the composition of their paid and volunteer staff. For example, recruitment efforts which encourage a high proportion of women to volunteer while hiring men for paid positions in the agency tend to relegate women to an inferior status and may be considered discriminatory. Obviously, this type of situation, whether inadvertent or not, should not be allowed to continue. An agency where males predominate in paid positions and females in volunteer positions has poor balance in both the agency and the volunteer program. The program loses by not benefiting from the contributions both sexes can make as volunteers. A program administrator must be aware of these concerns and constantly monitor recruitment, screening, and placement practices to insure they are free of discrimination.

One way to correct a situation where an agency has a high percentage of male paid workers and female volunteers is to look to the volunteers when recruiting paid staff (refer to Chapter VII, paragraph 1, Agency Policy Regarding Hiring of Volunteers"). This has been tried by many agencies and proven to be an effective method for recruiting balanced staff.

D. Recruitment of Agency Paid Staff for Volunteer Work

The majority of Americans who do volunteer work also hold some form of paid employment. It has been documented that individuals working in public agencies volunteer to a greater degree than those in private agencies.[4]

When an agency is developing a volunteer program, an often overlooked population group to whom recruiting efforts could be directed is the paid staff of the agency itself. This is particularly true for large community and state agencies. There is much talent within an agency that could be tapped for volunteer service.

There are many advantages to this arrangement. Staff members may gain increased understanding of and feel a deeper commitment to agency goals and objectives. In addition, the agency can learn more about the occupational skills of its employees. In the Hennepin County Volunteer Program, clerical staff volunteered to provide direct services to juvenile court clients. The Maricopa County Juvenile Court Volunteer Program in Phoenix, Arizona, provided opportunities for paid agency staff to serve as volunteers, working on a one-to-one basis with juvenile probationers. Other programs have also allowed paid staff members to test their service interest and skills through volunteer activities. In some cases these volunteer experiences have opened new career opportunities that might otherwise have gone unfulfilled.

E. Recruitment of Youth

Another group of potential volunteers generally overlooked is youth. Only recently has the need been recognized to involve young people in the planning and operation of juvenile justice programs. Federal and state agencies, task forces, advisory boards and commissions, and special study groups are requiring the participation of young people when dealing with matters pertaining to juveniles.

Currently, opportunities for youth to become involved in volunteer activities are limited. Few agencies have attempted to enlist their participation. Juvenile corrections agency administrators need to recognize that youth represent a vast reservoir of potential manpower for volunteer programs.

In general, young people have been *deliberately excluded* from volunteer programs in the juvenile justice system. Many judges, administrators, probation and parole officers, and clinical staff feel that adults are in a better position to control, help, and direct juveniles. They also believe young people cannot appropriately handle issues requiring strict confidentiality.

Fortunately, these fears and reservations are gradually giving way. The idea is now emerging that juveniles have an important contribution to make, and that with appropriate training, supervision, and guidance, they can provide meaningful services. Programs such as Direction Sports, Inc., Los Angeles County, California, have utilized youth volunteers as coaches for other juveniles, assigning 13- and 14-year olds to coach a team of six-year olds. Similarly, educational systems have utilized older youth as volunteers to tutor younger students. As for confidentiality, there is every reason to believe that where properly trained and supervised, juveniles can and will handle information concerning clients in a trustworthy manner. In at least one instance, although they were paid, juvenile ex-offenders worked with youth released from state training schools to aftercare programs. Not only did they provide to be effective workers, but not once was confidentiality violated.

The juvenile justice system must recognize the potential value of young people as volunteers. They should be involved at *all* program levels and assist in providing both direct and indirect services.

F. Juvenile Justice Clients as Volunteers

Juvenile justice administrators should also make every effort to involve clients of the system (i.e. probationers, group home residents, parolees, and young people committed to state juvenile correctional facilities) as volunteers.

It is generally understood that people derive satisfaction and personal benefits from helping others. In fact, some of the more successful juvenile corrections treatment programs (e.g., guided group interaction) are based on the concepts of caring, showing concern, and being helpful to others. For this reason, and because it is important to have the perspective of consumers of juvenile justice system services when planning programs and making decisions, clients must be involved as volunteers. Juvenile justice clients can serve on advisory boards, assist in program monitoring and evaluation, help in program planning, and provide tutoring and counseling services—only a few of the ways they can be involved.

It is important to point out that in some instances, "volunteer" programs have been created for juvenile justice clients in lieu of other court ordered restrictions and sanctions. These are cases where the juvenile court judge or referee will give a juvenile the opportunity to "volunteer" his or her services, usually for a public service program, rather than be placed on probation, committed to a training school, etc. The authors do not believe such programs are voluntary. A "volunteer" effort that results from a dispositional alternative, no matter how valuable it may be to the juvenile and the community, should not be considered part of the agency volunteer program.

G. Ex-Offenders, Adult Probationers and Parolees, and Current Criminal Justice Clients as Volunteers

Ex-offenders and current clients of the adult corrections system provide a rich source of potential volunteer manpower. Many volunteer programs have recognized this resource and capitalized on their interest, availability and talent. Recruitment, screening, training, and orientation for current clients and ex-offenders should be the same as for any other potential volunteer. The volunteer program should not discriminate against ex-offenders and current clients.

The State of Florida currently uses adult inmates as child care workers in detention centers. This program has operated for quite some time and is viewed by Florida officials as very successful. In another example the Asklepieion Therapeutic Community, founded at the Federal Penitentiary in Marion, Illinois, allowed interested inmates to study transactional analysis. Participants in this project provided training in transactional analysis at their institution and other institutions to which they were transferred. Upon release, some volunteered to assist in developing transactional analysis programs in juvenile or adult correctional institutions. In addition, many juvenile corrections volunteer programs have utilized ex- offenders to orient and train new volunteers.

The juvenile justice system can no longer afford to simply give lip service to the belief that individuals who have been in the criminal justice system can return and adapt successfully to the community. Aggressive efforts must be made to involved ex-offenders and current clients in attempts to improve the system. A volunteer program represents a logical and effective way to accomplish this goal.

H. The Use of Volunteers Vs. Union Interests

With the high visibility of unions in the public service area, service agencies will have to be more concerned with how these unions perceive the use of volunteers. Some unions may be against the use of volunteers if it appears to put union people out of work. Volunteer labor will also be more controversial during times of high unemployment.

The belief that paid staff members are displaced by volunteer workers is a long-standing myth. There is no evidence to suggest that volunteers put people out of work. In fact, volunteer programs have often improved the nature of certain paid positions. The development of a volunteer program usually increases, rather than decreases, the number and visibility of paid positions in an agency by making the public more aware of the agency and its objectives.

Generally, the addition of volunteers changes the staff job in nature from strictly direct service to supervisory and/or quasi-administrative. Traditionally, these changes can justify higher pay. The use of volunteers can also offer paid staff members the opportunity for more varied and satisfying work roles. For these reasons, union members should support increased use of volunteers. Also, as taxpayers, unions should endorse the economies achieved through more effective and accountable agency services.

Beginning immediately, program administrators should place a high priority on evaluating the relationship between union interest and volunteer programs. It is not unusual, and often desirable, for a volunteer program to go to a union during the recruitment effort. Union members serving as volunteers will help alleviate the fears of other unions about volunteer programs.

I. Agency Policy Regarding Hiring of Volunteers

Officials of one juvenile court volunteer program visited during the course of preparing this manual indicated that almost all the staff being hired by the agency had previously been involved in the volunteer program. This has many advantages, both for the agency and the individuals involved.

The agency, by looking to its volunteer program for potential employees, has the advantage of gaining firsthand knowledge about the work of potential applicants. Some may have been working as volunteers for several months or even years. An opportunity is thus provided for the agency to gain more comprehensive and reliable information about applicants than could be obtained through traditional personnel procedures.

There are also many advantages for the volunteer. The volunteer, through his experience, learns about the agency and its staff, and is among the first to know when paid positions become available. Being knowledgeable about the operation of the agency, the volunteer can make an informed decision as to the desirability of working there on a paid basis.

Caution must be exercised when an agency looks to its volunteers as a recruitment source for the paid professional staff. Administrators should *not* utilize the volunteer program as the main or sole source of new paid staff. Such practice could be interpreted to mean that a prospective employee of the agency must donate a significant portion of time to the agency before he becomes eligible for a paid position. This adds an element of "coercion" to the volunteer program. It may also support a tendency to select staff who fit a particular pattern as volunteers. It certainly limits the potential for building a paid professional staff with diversity and a wide range of talents.

Another concern deals with the potential depletion of talent from the volunteer program itself. A volunteer program should exist because it makes a significant contribution toward meeting the objectives of the agency. Constantly hiring away good personnel from the volunteer program would seriously affect its ability to provide these services.

Volunteer programs should not be conceived as simply temporary adjuncts to an overall agency plan. If an agency decides to utilize volunteers, they should be part of a permanent component. Taking personnel away from this component requires the same kind of careful thought and analysis that would be given to a decision to move paid staff from one program division to another. The volunteer program may well be an important and fertile source for the recruitment of paid staff however, it should remain just that, *one* of several resources.

J. Due Process for Volunteers

From time to time it will be necessary to terminate an unsatisfactory volunteer. Like his paid-staff counterpart, the volunteer is entitled to verbal and written notification regarding termination, specifying the reasons for this action. In most instances, the termination of a volunteer for poor performance can be appropriately handled by the volunteer's immediate supervisor.

However, an avenue of appeal should be available to the individual volunteer who refuses to accept involuntary termination or who wishes to dispute the specific reasons leading to the termination. In an established agency the regular grievance procedure should be the appropriate vehicle for this. In any case, the volunteer should have access to an impartial body that can make binding determinations. A regular procedure for an appeal process should be developed and written guidelines included in the general agency operating manual and/or the volunteer program manual.

The volunteer's right to appeal an involuntary termination falls under the same rationale that allows a permanent employee the right to appeal. The volunteer has a personal investment in his work and derives a variety of satisfactions from it. Termination of these opportunities should be undertaken only after much careful thought. This will be particularly true as employes come to recognize and accept volunteer work as viable background experience preparing one for employment.

NOTES

[1] *Americans Volunteer 1974; A Statistical Study of Volunteers in the United States (Washington, D.C.: Government Printing Office, 1975)* p. 5.

[2] Report of a Survey for the Joint Commission on Correctional Manpower and Training, *Volunteers Look at Corrections* (Washington, D.C.: Government Printing Office, 1969), p. 6.

[3] *Ibid.*, p. 6

[4] Americans Volunteers, p. 29.

CHAPTER VIII. SCREENING VOLUNTEERS

A. General Principles

In general, agencies should utilize the same procedures for screening volunteers as they do in selecting paid staff members. As stated earlier, recruitment, screening, and orientation should be self-selective by design so that prospective volunteers can decide if the program is appropriate for them and if they are willing and able to meet its requirements.

The number of volunteers who will have to be formally "turned down" for services will be quite small. Volunteer programs should be designed to screen people "in" and not "out." While some volunteers may not be suitable to perform certain functions, most will have something to contribute and, given the vast needs of an agency, almost all who apply can be useful.

It is strongly recommended that the use of elaborate screening devices and techniques, such as psychological tests, attitudinal tests, or compatibility tests, be curbed until there is evidence that they increase the effectiveness of volunteers and have a substantial impact on measurable accomplishments. The application of inappropriate instruments, standardized on special (and often deviant) groups, is a common error. There is little or no evidence to date suggesting that particular volunteer personality types work better with certain clients, especially as measured by psychological tests. More often than not, screening out individuals based on these test scores reflects the personal biases of the screeners rather than scientific fact. Also, when these screening devices and techniques are applied to volunteers and *not* to paid staff, it is, in general, a sign that the volunteer program has lower priority within the agency. It communicates to volunteers that they are "different" and that special precautions are needed to insure the quality of their work.

In a recent thorough review of the research literature on volunteers in courts and corrections, the researchers, in investigating screening procedures, said, "We found no study which provided fully objective guidelines for applying sets of these criteria to the screening process."[1] They noted that some recent research has focused on the development of criteria for predicting successful volunteers, but the results up to now are inconclusive.[2] So we would emphasize that for the time being, flexibility should be maintained and greater experimentation should be encouraged in volunteer screening.

In essence, there are two basic guidelines for screening volunteers:

- Use the same general policies, methods and procedures in screening volunteers as are used in selecting paid staff members; and
- Be sufficiently flexible to create assignments for individuals possessing unique qualifications.

What is formally identified as the screening process actually is the second step in the selection of volunteers. Recruitment, as outlined above, might also be called "pre-screening." Recruitment that is selective and based upon the agency's goals and objectives serves as a screening device, inviting those who feel they cannot live up to the agency's expectations to eliminate themselves from the process.

By the very nature of the screening process, it is quite obvious that some individuals will not be selected or will be deemed inappropriate for volunteer service. Even though they may want to volunteer, the decision will, of necessity, be made that they are not appropriate candidates for volunteer service with the gency. The volunteer program, like all other agency professional services, cannot afford to have poor quality staff. Therefore, no agency, and particularly no volunteer program, can afford to compromise when selecting personnel.

One must recognize, however, that the screening process may be different for some volunteer jobs than it is for others. For example, individuals applying for clerical positions may require a different type of screening than families offering to join the foster home program. The nature and intensity of the screening should be determined by the type of volunteer job available and the special qualifications needed to handle that assignment.

B. Volunteer Screen Procedures for Client-Centered Programs

Screen procedures for client-centered volunteer programs basically consist of three phases:

- Selective recruitment;
- Volunteer application form; and
- Personal interview.

Some programs have routinely included an extra phase in the selection process by placing orientation between the application-form stage and the personal interview. Nevertheless, it is recommended that a personal interview be completed before the volunteer is placed in an orientation program because:

- It is conceivable that some potential volunteers will choose not to participate in the program as a result of new information obtained during the personal interview. It makes little sense, therefore, to involve them in an orientation program.
- The insights gained through personal interviews may suggest modification of certain aspects of the orientation program, so that orientation sessions will more closely meet the needs of participants.
- This process more closely parallels that for hiring paid professional staff.

All applicants should be expected to complete a volunteer application form. In addition to gathering basic information about the individual, the form should be designed to determine his interests, skills and hobbies; previous volunteer experience; the amount of time that he can devote to the agency and when; and the types of program activities in which the volunteer would like to participate. This will be very important to the matching process that occurs later.

The application should also ask for references, relevant medical information, and permission to check the applicant's criminal record. The agency should then solicit letters from these references and make a record check.

The personal interview should be conducted after the volunteer application form is completed. This gives the interviewer time to examine the application form and use its information as a basis for the ensuing discussion.

In general, the interview should begin with an explanation of the agency, its philosophy and its volunteer program. It should explain the requirements necessary to be a volunteer and the agency's expectations of its volunteers. Beginning the interview in this way will help eliminate any possible misunderstandings and will again provide the volunteer with more input to decide about participating in the program.

During the interview, it would be helpful to explore the range of volunteer job opportunities and the expectations and requirements for each. (Unless, of course, the volunteer comes to the agency with a specific job in mind. In that case, the interview should focus on that specific job along with exploring other opportunities.) The applicant should be asked about his interests and personal preferences, the skills he possesses, and what experience he brings to the volunteer situation. It is important to find out, to the extent possible, the attitudes and personal biases of the potential volunteer. The interviewer should explore the applicant's philosophy about juveniles: why they get into trouble; what should be done about it; how he would respond to different types of offenses; his attitudes toward incarceration, rehabilitation, and punishment; and so on.

To better understand the attitudes and skills of an individual volunteer, it is sometimes helpful to discuss an actual case with him and ask how he might approach the problem and handle the case. This will give the interviewer a clue to the skills and techniques the volunteer will employ, and of the volunteer's resourcefulness, and an indication of his awareness of community resources.

In general this exploration—directed at discovering whether the potential volunteer's approach to working with juveniles—is, or can be with training, consistent with the goals of the volunteer program and the agency. It can also determine the level within the program at which the volunteer is capable of working. All this information will help to channel the volunteer to those jobs commensurate with skills and interests. Equally important, the personal interview gives the volunteer an initial opportunity to ask questions about the agency and the program. Many people who volunteer are interested in a particular task, but, in actuality, know little about the juvenile justice system, the agency or the volunteer program. Also, some may have unrealistic expectations or faulty assumptions about the purpose of the program.

Two basic ethical standards should be followed during the personal interview:

- If a prospective volunteer comes to the agency with the idea of volunteering for a certain job and is deemed unsuitable for thatjob, he should be immediately informed and told why. If possible and appropriate, the volunteer should be informed of other tasks in the agency that are suitable for him.

- If a volunteer is deemed unacceptable for any service with the agency, he should be informed immediately and given the reasons why. If appropriate, the volunteer should be referred to some other organization. Do not indicate or imply that he has been accepted for service when, in fact, there is no intention of using him.

C. Volunteer Screening Procedures for Agency-Centered Programs

Depending upon the types of services to be provided by volunteers, many of the screening procedures outlined in the previous section could be applicable. Therefore, the basic process would include:

- Selective recruitment;
- Volunteer application, and
- Personal interview.

All of these may not be appropriate if the agency director is attempting to find individuals who possess particular skills to perform highly specialized tasks. In this case, the procedures would be reduced to two phases: selective recruitment and the personal interview.

Where a specific volunteer task exists, the selective recruitment phase might be better described as a "talent search" and the personal interview may be appropriately more characterized as a "personal plea for help." Some jobs are so specialized that only a few individuals in an entire community can fulfill the needed function.

This may be best illustrated through an example. A small probation department, realizing that community support is necessary for effective probation work, decides that the public should be informed about the nature of its clients, its methods, and ways in which the community could cooperate. The department has neither the skill nor the resources to do this effectively. The director decides to recruit a volunteer to help with this task, someone with technical public information skills and access to the media.

In that situation the program must search for an individual(s) who has the necessary skills and the time required to provide these services. Essentially the program administrator would be attempting to "screen-in," persuade, and seek a commitment from a person(s) with specialized talents. Often, in this type of situation, the administrator will be attempting to involve a person(s) who may already be donating services to another agency or who is being sought after by many organizations. It is important, therefore, that attempts to involve such people be well-planned.

Another example is that of a private, direct service agency operating in a low income area of a large city. The program needs a significant number of private contributions to continue its services. This agency would find it necessary to "screen-in" people to serve on its board of directors, people who can help provide direct financial support for the program and/or generate funds by virtue of their position in the community.

From the examples above it is evident that certain kinds of agency-centered volunteer roles require special recruitment and screening techniques. As a rule, direct services provided by volunteers for agencies do not require special techniques. As agency directors begin utilizing more volunteers in unique positions, specialized techniques will become more important.

D. Volunteer Screening Procedures for Community-Centered Programs

Community-centered volunteer programs monitor, evaluate, and provide feedback to existing social, economic, and political agencies in the community. Obtaining volunteers for this type of activity is more a matter of selective recruitment than of screening.

The attempt here is to interest individuals who represent a broad cross-section of the community, as well as to recruit volunteers who either represent or have access to social, political, and economic power in the community. Depending upon the program's objectives, one may attempt to recruit from different sectors of the community; minority groups; community leaders; community volunteer organizations; municipal, county, or state agency staffs; or young people representing various economic strata within the community.

Screening will not be the major concern during the developmental phases of such a program. Recruitment activities will be the main focus of attention, aimed particularly at interesting individuals who are deemed good candidates for the program. Once the program is established and has attained a good reputation and community visibility, the screening process will be more similar to that discussed in the previous section on agency-centered programs—specifically, those techniques required to recruit individuals for specialized tasks.

NOTES

[1] Thomas J. Cook and Frank P. Scioli, *The Effectiveness of Volunteer Programs in Courts and Corrections: An Evaluation of Policy Related Research* (Chicago: University of Illinois at Chicago Circle, 1975), p. 58.

[2] *Ibid.*, pp. 61-63.

CHAPTER IX. VOLUNTEER ORIENTATION AND IN-SERVICE TRAINING

For the majority of volunteers in the juvenile justice system providing "program enrichment" services, the coming of the "new era" means a more serious effort to inform them of new trends and the opinions of experts in the field. For professionals in the field, the "new era" means a realization of the vast potential of volunteers, not only in providing direct services to clients and enriching current programs, but in offering valuable feedback and advice about the system that will aid in administrative decisionmaking. For the community, the "new era" will bring the juvenile justice problem into better focus and allow possible solutions to surface for dealing with juvenile crime and justice.

However, administrative and line staff initiative and help are needed to bring about this "new era." By and large, volunteers coming to the juvenile justice system are truly "strangers in a strange land." Seldom are they familiar with the nature of the problems the system is designed to alleviate or solve. They are not enlightened about the culture and the values of the system let alone its language and methds.

Training and orientation for these volunteers have often been directed to helping them provide a specific task within an existing program. Generally volunteers are not oriented to the system as a whole. Thus, they are handicapped in making sound judgements and effecting change.

Few citizens, or volunteers, are familiar with established program standards and goals. Few volunteers even know about the existence of reports and documents such as the *Model Acts for Family Courts and State-Local Children's Programs* and those published by the National Advisory Commission on Criminal Justice Standards and Goals. Even fewer have read them. Seldom do volunteers have the opportunity to learn about or discuss current trends in criminal justice—a prerequisite to understanding and improving the system.

For these reasons, few volunteers are given assignments to help improve or change programs through participation in evaluation, planning, or administrative implementation. Yet these are precisely the tasks for which volunteers are well suited—*if* they are given good resource information, responsibility for sharing in important tasks, and assistance in performing them.

The other side of this coin is equally important. Seldom are professionals prepared, either by training or experience, to make effective use of volunteer manpower. This has even been true of direct service activities. It is certainly true in areas of program improvement and change.

Training volunteers is a process that is determined by the needs and characteristics of the program or agency. Any particular segment of the training process exists because it helps prepare individuals to contribute to the achievement of agency/program goals and objectives. Research has confirmed that a correlation exists between volunteer training and program effectiveness. Martin Gold, evaluating a Michigan Court Attached Volunteer Program, found that the "more effective VPO's (volunteer probation officers) also participated in the training program."[1]

Below is an outline of what should be included in an orientation program for volunteers. The "meat" of the program should be developed by the program administrators and line staff who will be directing the volunteers. (Refer to Grid in Chapter V, paragraph E, "Designating Responsibilities.") The training process can be divided into four major segments or phases:

- Orientation;
- In-service training;
- Specialized training (where appropriate); and
- Supervision.

A. Orientation for Client-Centered Volunteers

Orientation for direct service volunteers is distinctly different from the other training processes. The overall goal should be to familiarize the volunteers with the system, the agency, the jobs available, the expectations, and the client population. This process should be designed, in part, to alleviate any fears and misunderstandings volunteers may have concerning their involvement with the agency and the juvenile justice system. Also, it should be designed to prepare volunteers so they can immediately begin their tasks and continue to improve their work.[2]

The format for orienting new volunteers in the State of Florida exemplifies what should be included during orientation sessions. The format consists of:

1. A basic history of volunteers in social services and their traditional importance;
2. Rationale for volunteers in a particular agency (agency commitment to volunteers and their importance);
3. An overview of agency services and responsibilities (What do we do?);
4. Client profiles (Who are the people we serve? What are they like? What are their needs? How do volunteers fit into the overall picture?);
5. Volunteers responsibility (What we expect of volunteers . . . conduct rules . . . confidentiality, dependability, etc.);
6. Agency responsibility (What the volunteer can expect of the agency . . . training, supervision, support, etc.); and
7. Volunteer benefits (liability insurance, etc.).[3]

For purposes of efficiency and better coordination, responsibility for the orientation program should be centralized under the administrative control of the volunteer program director. The volunteer program director and various other personnel (such as the agency administrator, volunteer supervisors, veteran volunteers, agency line staff representing various service functions, and members of the client population) should be involved in the orientation sessions. Wherever possible, audio-visual and other aids should be utilized. Slide shows, movies, tapes, tours, selected readings and on-site observations of volunteers performing their jobs will help make the sessions interesting and add to their effectiveness.

Another commonly used aid is the volunteer manual. The manual often repeats, expands and/or clarifies material presented during the orientation sessions. It should contain information that will help volunteers in performing their duties, e.g., listing of communitty agencies serving youth, glossary of terms, bibliography, agency policies and procedures, the expectations placed on volunteers, what volunteers can expect from the agency, etc. It is recommended that manuals be developed and given to each volunteer during orientation.

Upon completion of the orientation sessions, volunteers should be given identification cards signifying their official status with the agency. The identification card will be especially useful to volunteers whose assignments involve contacting other agencies or securing information concerning their clients.

B. Orientation for Agency-Centered Volunteers

It is important that volunteers providing indirect services attend orientation sessions before they are assigned. For instance, volunteers who will serve as advisory board members should attend orientation sessions designed to increase their understanding of the agency, the role and function of the advisory board, and what will be expected of them.

In other instances the orientation may be less formal. In the case of volunteers contributing material goods and/or funds to the agency. It may only be necessary to *informally* acquaint them with the agency, its purposes and programs, and the importance of their contributions. However, they should receive feedback on the results of their efforts (i.e., how contributed funds were used or the difference their contributions made). Feedback to the volunteer from staff is particularly important in these instances because there is no contact with the client.

C. Specialized Training

In contrast to orientation for which the volunteer program director assumes primary responsibility, the key responsibility for volunteer *training* should rest with the staff who will be working with them and supervising their activities.

One way to provide specialized training is to include volunteers in sessions conducted for paid agency staff by existing staff training personnel and training consultants. Wherever possible, paid staff should be involved in identifying needed volunteer skills and the type of training necessary to develop those skills. This helps build staff support for and commitment to the volunteer program. Another benefit is the opportunity for paid staff members to vary and enhance their roles in the agency. Involving paid agency staff in the volunteer training program can achieve substantial cost savings, as compared to other methods, and provide more effective and efficient training.

Another way to provide volunteer education is simply to integrate their training with any outside specialized agency training program for paid staff. For instance, correctional institutions often test clients for academic achievement. Paid agency staff usually administer these tests and specialized training programs are often provided to teach the staff to do this. If the correctional institution wanted to expand this area of service, it could utilize volunteers and simply integrate them into the existing staff training program.

Specialized training for volunteers depends upon a number of factors, such as:

- The level of ability possessed by the volunteer upon entrance into the program;
- The types of jobs or tasks the volunteers are expected to perform;
- The existing training programs in the agency;
- The level of skills and abilities possessed by paid staff in the agency;
- The ability of the agency to obtain "outside" resources; and
- The cost of training vs. the expected cost savings from utilizing volunteers services.

D. Assessing Training Needs

The skills a volunteer brings to the program are mainly a function of the amount of "selective" recruitment done by the agency. If the volunteer program director has specifically attempted to recruit individuals already possessing the skills and training needed to perform a job, then, obviously, the amount of training required will be minimal. On the other hand, if the agency has simply conducted a general recruitment campaign, the level of skills may vary widely from one volunteer to another. This graphically illustrates the value to the agency of selective recruiting.

Specialized training is especially needed for those volunteers who will function in highly technical areas. Juvenile court social studies, juvenile court intake, detention and screen, family interviewing and counseling, systems analysis, program evaluation, psychological or educational testing, and utilization of community resources are several functions that might require specialized training. If volunteers are to be used in less complicated or technical functions, such as providing transportation to recreational events, there obviously would be less need for advance training. The nature and degree of specialized training will again depend upon the degree of selectivity and assignment.

E. Existing Training Capabilities

As pointed out above, the agency may already have a training program designed to teach staff to perform certain roles. If the agency wants to volunteer to perform similar roles, then these existing training programs can and should be utilized for the volunteer as well. Often simply adapting staff training programs to accommodate the immediate needs of volunteers (i.e., times when they are available for training) is enough to make such programs suitable for the volunteers.

The agency administrator and other agency personnel should research within the organization for staff who have special skills and can teach them to the volunteers. Such persons should be fairly simple to find, particularly if the volunteers will be working in capacities similar to those filled by paid staff. Ideally, staff members involved in training volunteers will also be supervising them once the training is completed. The basic problems the agency administrator will encounter at this stage are resistance of paid staff to the use of volunteers and limited staff ability to teach the needed skills. The administrator should assist the staff wherever possible so that ultimately they will be able to teach and train others.

F. In-Service Training

All agencies with volunteer programs should have an in-service training program. Volunteers, particularly those providing direct services, should be required to attend in-service training sessions. In general, volunteers will welcome such a program because they, like paid staff, want to grow in their jobs and improve their skills. The development of an in-service training program for volunteers is an important factor in upgrading their skills. It will provide the volunteer with encouragement and support and will demonstrate to him the agency's commitment to the volunteer program.

In-service training can and should take several forms. The content of the training may focus on agency problems and concerns; new issues or developments related to the juvenile justice system; skill development; specialized problems facing volunteers in performing their tasks; or "rapping" (i.e., group discussions, mutual sharing of information, and seeking advice).

Administrators should take steps to insure that an on-going in-service training program for volunteers is developed. In addition, in-service training can be made available in the following ways:

- Extra-agency activities such as seminars, classes, and lectures that are organized by other community organizations;
- Meetings with staff that focus on problems volunteers have in working with the agency or in the juvenile justice system; and
- Other specialized training identified by staff and volunteers as needed to improve their performance.

As in orientation, the basic responsibility for developing and implementing an in-service training program should rest with the volunteer program director.

G. Outside Resources

The agency's utilization of outside resources to provide training may either enhance or limit the scope of the training program. Obviously, the agency's budget requirements may not allow the volunteer program director to purchase the services of experts in the community. Alternatives to this may be either to provide the training "in house" or search for resources that are available to the agency on a voluntary basis. In the latter instance, the volunteer program director would selectively recruit volunteers to train other volunteers. Some agencies will provide this free training. Colleges and universities, other community agencies conducting seminars, and experts from the correctional field are possible resources the volunteer program director can tap to locate volunteer training personnel.

H. Training Costs vs. Potential Savings

The last, most obvious consideration for the agency is the cost it may incur in training volunteers. The agency simply may not have the manpower or the money available to train volunteers even if, in the long run, the services provided would out-distance the initial costs. Also, the agency must weigh the expected cost benefits from the program against the expense of providing training (and the price-tag for supportive program personnel). If the cost benefits do not exceed the expense of supporting the program, then the agency may wish to consider alternatives other then volunteers to provide the services needed. Seldom should this be the case.

I. Supervision

The effectiveness of volunteers' work is *directly* related to the quality of supervision they receive. Unfortunately, as some studies have shown, it is not uncommon for volunteers to receive little or no supervision. Lack of supervision contributes to a breakdown in the entire system of agency accountability. For example, it has been documented that in some instances, agency staff members had almost no contact with the volunteers they were "supervising" and did not know if the volunteers were even seeing their clients. In one rather startling case, between a quarter and third of the probationers assigned had, for whatever reasons, not been seen by their volunteers (some had been assigned for as long as six months). The volunteer's supervisors were unaware of the situation.[4]

Obviously, it is absolutely essential that volunteers be supervised and that they be supervised well. Therefore, as stated earlier, it is *essential* that agency administrators take steps to insure that *all* staff who will be working with volunteers are trained to supervise them.

The supervisory process should include transfer of skill as well as support and direction to the volunteers. In general, the principles for supervising volunteers should parallel those for supervising paid agency staff and should include the following:

- Job clarification and objective setting;
- Ongoing feedback concerning the volunteer's performance;
- Direction in helping the volunteer solve problems encountered while performing his task; and
- Transfer of the knowledge and skills possessed by the supervisor to the volunteer through the classic teacher-student relationship.

A variety of methods and techniques can be used to successfully put the volunteer supervisory process into practice. Some examples are:

- One-to-one supervision;
- Small group meetings of the volunteers supervised by a staff member (*for reasons of efficiency and economy this method should be used whenever possible*);
- Small group meetings of agency volunteers and agency staff;

- Inclusion of the volunteers in ongoing agency in-service training;
- Use of agency staff in ongoing volunteer in-service training; and
- Encouraging volunteers to attend training programs or seminars outside the agency.

NOTES

[1] Robert J. Berger, *et al.*, *Experiment in a Juvenile Court: A Study of a Program of Volunteers Working with Juvenile Probationers* (Ann Arbor, Michigan: The University of Michigan, 1975), p. V-19.

[2] *Personnel Practices for Volunteers* (The American National Red Cross, 1968), p. 11.

[3] Department of Health and Social Services. Office of Volunteer Programs, *Standards and Guides for the Use of Volunteers in Social Services* (State of Florida: 1975), p. 34.

[4] Berger, *et al.*, Experiment in a Juvenile Court, p. VII-1.

CHAPTER X. VOLUNTEER ASSIGNMENT

Proper volunteer assignment has important implications for the volunteers and the agency. Consequently, the following guidelines should be followed when assigning volunteers:

- Volunteers should be assigned to job areas by those staff who will be working directly with them and/or who will be responsible for their supervision.
- Volunteers should be involved in the assignment process.
- Veteran volunteers may need (and want) to have their assignments varied. When an assignment is changed, the interests, skills and growth of the volunteers as well as the needs of the agency should be taken into account.

It is important to recall at this point that managing a volunteer program from recruitment to assignment, is a continuous process. That is, volunteer assignment is made easier if an agency has sound recruitment and orientation practices. As noted in Chapter VI, sound recruitment reflects agency needs. It encourages people to volunteer who are interested in helping the agency and who are willing to meet the agency's requirements and obligations. Requiring volunteers to attend orientation sessions before they are assigned to tasks provides additional opportunities for them to learn about the agency and the volunteer jobs available. It allows them to make decisions as to whether the available jobs are of sufficient interest to merit involvement. Orientation also provides opportunities for staff to observe volunteers and gain additional information that can be helpful in determining their suitability for specific tasks.

A. Client-Centered Volunteer Assignment

Staff who will be working with and supervising volunteers should be responsible for deploying them. This, of course, should be done in consultation with the volunteers.

In addition to deployment, staff should be responsible for informing volunteers of the agency's expectations, the nature of the supervisory relationship, and the basis upon which the volunteers' performance will be evaluated. This procedure will minimize the chances of assigning volunteers to job areas that are not interesting to them, or in which they feel uncomfortable at that time. Volunteers should be fully informed about the clients with whom they will be working and should have access to all client files and other relevant sources of information.

As noted in Chapter VIII, "Screening Volunteers," some programs have attempted to administer tests and questionnaires to help identify the characteristics and attitudes of the volunteer and "match" them with an appropriate client. In general, these efforts have attempted to increase the effectiveness of volunteers by maximizing the compatibility ("match") of the volunteer and the client. Many programs have employed various instruments attempting to base a volunteer-client match on various demographic and/or behavioral and personality characteristics. So far, there is no evidence to indicate that such testing and matching works very well. "The research (to date) as to which matching criteria are more likely to produce successful outcomes from the one-to-one relationship is inconclusive."[1]

Experimentation for the purposes of increasing the quality of service *is* desirable and should be encouraged. However, when such experimentation is undertaken (tests, questionnaires, attitudinal surveys, etc.), volunteers should be made fully aware of the fact. They should understand the experimental nature of these devices and be fully informed as to why and how they are to be used. It should also be emphasized that matching regular paid staff to clients is just as important as matching volunteers to clients. Whatever form of experimental technique or device used for matching volunteers should be applied to professional staff as well. This would minimize the chances for volunteers developing the feeling they are being discriminated against and/or being treated more stringently than professional staff.

B. Volunteer Job Descriptions

In all instances, job descriptions should be prepared for each volunteer assignment. "Concise statements of responsibilities convey an image of the position more adequately than a verbose listing of activities."[2]

> In general, job, ". . . description(s) should represent the position or the job, not the incumbent. Every position should be described in accordance with immediate responsibilities and functions as they relate to the accomplishment of the function intended. Anticipated changes in position contact should not be included in the description being used as a basis for evaluation until the change takes place."[3]

Each job description should include the following information:

"1. Title and reporting relationship.
2. Brief description or statement of basic function, telling why the job exists, its overall responsibility.
3. Statements outlining degree of responsibilities assigned.
4. Statements outlining minimum qualifications required for the successful staffing of the position.
5. Other details depending on the anticipated uses of job description which will assist the recruiter or interviewer in attracting and selecting a potentially successful applicant, etc."[4]

C. Agency-Centered Volunteer Assignment

Agency-centered volunteer assignment is the deployment of volunteers to indirect service activities. This includes advisory board and task force members, contributors of material and/or money, research and program evaluation personnel, staff training personnel, etc.

These volunteers are usually sought for their special expertise and/or potential for raising funds. They know why they have been recruited and what will be expected of them. Often they are people who are not available during normal working hours. Consequently, special efforts must be made to accommodate them when they *are* available. Advisory board and task force meetings may have to be held during the noon hour, evenings and/or on weekends.

NOTES

[1] Thomas Cook and Frank P. Scioli, *The Effectiveness of Volunteer Programs in Courts and Corrections: An Evaluation of Policy Related Research* (Washington, D.C.: Government Printing Office, 1975), p. 71.

[2] *A Personnel Management Program Guide* (Chicago, Illinois): Community Fund of Chicago, 1971), p. 2:04.

[3] *Ibid.*, p. 2:04.

[4] *Ibid.*, p. 2:04–2:05.

CHAPTER XI. PROGRAM ASSESSMENT

It can no longer be assumed that volunteer programs are valuable adjuncts to juvenile justice programs simply because they exist or because they are hailed by administrators and staff who cite random testimonials about clients served. These simple criteria of program value no longer provide compelling evidence to increasingly sophisticated funding sources, administrative and legislative bodies, and even the general public—all of whom are asking hard questions and demanding solid answers concerning the issue of program accountability.

The most pressing question about all social programs in general, and volunteer programs in particular, is whether program objectives are achieved. Therefore, the extent to which the program solves problems and facilities human potential and opportunity must be determined and publicly revealed. The complex question of program effectiveness, however, is not the only one being asked, for it does not exist in isolation from other program consequences. Questions of cost and cost savings, the relative efficiency of programs compared to other alternatives, and the effects of the program on staff and service systems of which volunteer programs are sub-units) are among the many significant questions that can and should be asked. It is apparent that not only are volunteer program assessments essential to accountability, they involve a wide-ranging set of questions that are pertinent to the effective administration and management of the program.

Being accountable is the public side of program assessment. The personal side is that people committed to a program want to see it succeed. From both vantage points, a successful program is one that can reduce the instances of failure, increase the range of benefits, and respond to the everchanging environment which bears upon effective program operation. These goals are best accomplished when administrators, supervisors, and other key program personnel make decisions based on the best available information—the better the information, the greater the potential for effective program management.

Precise and accurate information does not just happen. It has to be planned, monitored, assessed and used effectively. It must provide a basis for feedback to concerned program participants.

Volunteer program assessments, then, involve acquiring new and continuing knowledge about program operation and development to better achieve the program's objective: more beneficial and effective services to clients. This objective is shared by both the juvenile justice system and volunteer service programs: it is the *only* reason both exist.

A. The Administrator's Role

While formal program assessments are often resisted, these assessments are usually going on informally, subjectively, and impressionistically anyway. Everyone makes decisions based on the best information available, which may range from washroom commentary to sophisticated computer analysis. In short, making information-based decisions is an integral part of the administrative process. The question is: how accurate and comprehensive is the information? One primary function of the administrator, then is to promote the establishment of an effective, efficient information collection system. The nature and extent of such a system will naturally vary with program needs, financial resources, and the information gathering capabilities of the agency in which the volunteer program operates.

Program assessments alone perform no useful function. The information generated does not "speak for itself," but must be interpreted and put to use in the form of policy and programmatic revision. This translation of information to operational purposes is a second function of the decision-making administrator.

The administrator also must use program assessments to verify the validity of the volunteer program rather than simply to *justify* the program's existence. A foregone conclusion about the benefits of the program not only leads to biased assessments, but will ultimately undermine both the program and administrative process because information collected under such assumptions is badly slanted.

The administrator sets the emotional and intellectual climate for program assessment. This climate should be open and flexible, viewing assessment as an opportunity to effectively achieve agency objectives.

To successfully perform these functions, the administrator must recognize the role of assessment in the administrative process. Often assessment is not appreciated as an everyday administrative concern—one to be utilized in conjunction with monitoring and evaluating of volunteer programs. Assessment and reserach are often viewed as something apart from administrative procedures when, in fact, the accumulation and interpretation of information are essential foundations for everyday decisionmaking. In an attempt to remove themselves from the responsibility of the assessment process, administrators sometimes give the task to research staff within the agency. However, the research person cannot be responsible for what is essentially an administrative role and procedure.

Along these lines, it is very important not only that the administrator does not remove himself from the assessment process, but also that he does not allow the staff to be removed from it. The staff and the volunteers should be involved in the assessment process all along. Their training should include the importance of assessment, how it is used and how it is carried out.

The administrator is also faced with a personal conflict of some magnitude. On one hand, his role is to promote the value and utility of social programs in general, and volunteer programs in particular. On the other hand, he is faced with the possibility that assessments will not support program claims. This makes the program vulnerable to outside criticism, particularly politically motivated attacks. The dilemma must be resolved by each administrator before he initiates any program assessment. The administrator must come to grips with the fact that all programs fail to some extent, and that by identifying program failures and reasons for them, program effectiveness can be enhanced.

With a commitment to the assessment process, the administrator must then decide how to achieve the following objectives:

- Developing policies relating to research needs and resources that bear upon the agency mission;
- Developing procedures to translate these policies into effective practice;
- Securing budgetary resources for carrying out suitable assessments that will provide a data base for decisionmaking;
- Properly integrating competent people into significant assessment roles;
- Establishing the validity of both positive and *negative* findings;
- Establishing standards to insure that assessment can help answer critical questions and establish agency and program priorities;
- Promoting the establishment of a suitable recordkeeping system for data collection; and
- Insuring that information will be used properly and that feedback will be provided to the appropriate staff members.

Articulating the administrator's role through these steps helps to minimize the natural resistance to assessment found in most organizations. Administrators must eliminate staff resistance if the assessment program is to be successful.

B. First Steps: Some General Guidelines

The capability for effective program assessment should be built in from the program's conception. This will indicate a very crucial early commitment to the process of assessment. It will also provide for the establishment of base-line data against which ensuing developments can be measured so that appropriate management decisions can be made. For instance, from the very beginning, each volunteer training cycle will have qualitative characteristics that should be monitored—ranging from the number of people who drop out to recognizable measures of attitudes and service delivery effectiveness. By employing this assessment capability at the very beginning, the developmental thrust of each training cycle can be compared with itself at various stages along the way, as well as with other training cycles. The observed trends become the informational basis for making critical administrative decisions. Comparative analysis of this sort is the keystone for effective program management.

The information collected while making program assessments must be gathered on a highly selective basis. A wealth of potential information can be collected, but it is not inherently useful unless the administrator clearly understands why the information is being collected in what form it should be collected, and how it will be used. Collection must be limited to information that is really needed by administrative and supervisory staff, and the standards of selectivity must be rigorously enforced at all programmatic levels. There is a real danger—documented throughout the juvenile justice system—of collecting huge amounts of information that is essentially superfluous, costly to obtain, and ultimately detrimental to the data collection process. If information is not used, those who provide it will become careless and indifferent about its collection.

It is well known that the collection of correctional data is particularly vulnerable to misinformation. Care must be exercised to insure that the informational base for management decisions is valid lest erroneous determinations be made. Perhaps the foremost principle is to provide reasonable assurances, when possible, that the information collected will not be used as a weapon against individuals. If personal threats are built into data collection procedures, the probability is high that some people will try to protect themselves by omitting or distorting critical information. Sometimes the element of personal threat cannot be eliminated, as in the evaluation of the service delivery performance of individual volunteers. In this case, the smart administrator will deal with poor performance by providing helpful guidelines and standards for improved performance instead of renouncing or humiliating the volunteer. The misuse of information can seriously undermine the entire assessment process.

Another critical administrative control on the validity of information is constantly exphasizing the importance of collecting accurate and verifiable data. An indifferent administrator who does not periodically strengthen data collection standards is potentially undermining his own ability to make informed decisions. One effective way to insure the delivery of accurate information is to regularly conduct verification studies which sample incoming information and determine its accuracy. Sources of error can thus be identified and minimized through nonpunitive corrective measures.

Another control that must be implemented is the protection of information from unauthorized access. The growing use of computers and information banks among criminal justice agencies requires that a clear policy be developed with volunteer and staff participation, since both groups are aware of the ways in which this information is used within the agency and throughout the entire criminal justice system.

C. Planning the Meet Information Needs

The nature of the assessment process dictates the type of data which must be collected and, consequently, the kind of record-keeping required. Record-keeping systems usually exist solely as an informational base for decision-making. The records that are compiled reveal to management what is happening in a program at one point in time or over a prolonged period. This information can include quantitative and qualitative statements about volunteer program personnel, activities, and evaluation, as well as an assessment of significant aspects of the service delivery system. All the information collected serve to monitor existing procedures and to insure an effective and efficient volunteer operation.

The key to more effective, information-based administrative decisions lies in the systematic and planned recording of desired information. This involves advance planning, a commitment of staff time for collecting information, and periodic reassessments to insure that the information being collected remains relevant and useful. Record-keeping is probably one of the least desired and appreciated professional activities and is usually not even counted as part of the staff's workload. For a record-keeping system to work, both volunteers and paid staff must understand that collecting data is one of their workload responsibilities.

To the maximum extent possible, the data collection and recording system employed should be integrated with the ongoing operation of the volunteer program. Too often the data collection and recording system functions externally, apart from the working service system. When this is the case, volunteers and staff members are more inclined to view information gathering as objectionable work.

It is also desirable to provide meaningful and timely feedback to volunteers and staff members who are furnishing the program information. The fruits of their labor should be visible to assure them of the value of the efforts and to encourage them to maintain a high quality level when reporting information.

Special situations dictate that special methods be used to collect information. Therefore, telephone interviews, supplementary face-to-face interviews, or mailed questionnaires may also be suitable means for collecting information, depending on the quantity and depth needed. For example, it is common to conduct periodic follow-up interviews by telephone after a service is terminated to ascertain a juvenile's status in school or in an employment situation. When information must be collected outside the direct service delivery process, allocation of time and resources should be adjusted to meet the additional demands of data collection.

D. Furthering Information Utilization

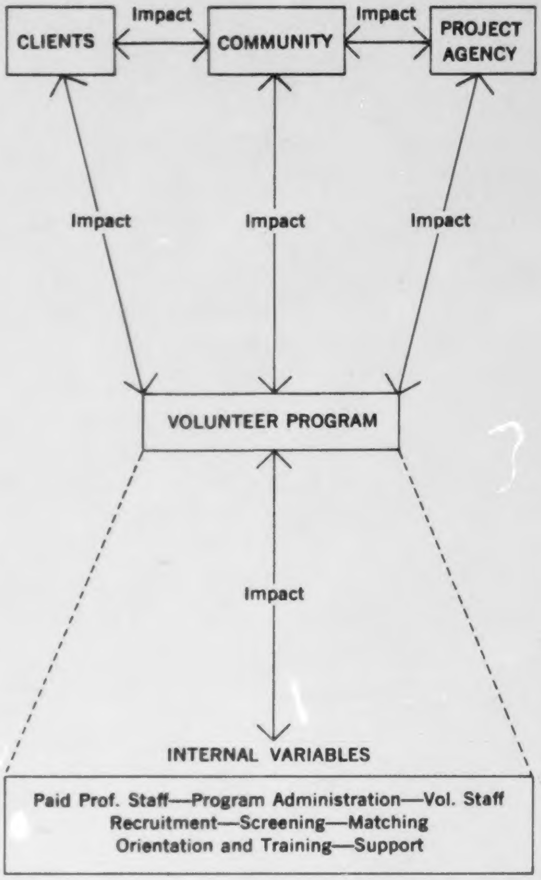
The mandatory collection of information by funding agencies, budget committees, etc., guarantees some further degree of information utilization. Often considerable data is collected which may or may not find its way into the management decision-making arena. A number of steps should be taken to insure maximum use of information and thereby avoid wasting valuable agency resources:

- Planning for the collection of information about volunteer programs should include a plan for its utilization. The kinds of reports to be generated, the relevance of information to decision-making, and a proposed timetable should all be explicitly stated. If it is impossible to determine how information will be utilized before it is collected, it is very unlikely that any meaningful purpose for that data will be discovered at a later date.
- Priorities must be set when deciding what information to collect. Information with a higher priority will stand a better chance of being effectively utilized.
- The collection of information should be linked directly to the planning and development of the volunteer program.
- The dissemination of information to people in the agency who are most likely to use it in relation to the volunteer program should be built into the data utilization plan.
- Opportunities must be created for appropriate staff members to discuss the information collected as it bears upon future program planning and management.

If information is not properly utilized, then the data gathering efforts of the agency are wasteful and the potential for making effective management decisions is significantly reduced. Modifying a program while it is still operating is a delicate and complex task that should be based on the best information available. Insuring the most efficient data collection and utilization is a function of good management.

E. A System-wide Framework

There is a popular but dangerous tendency to look at data only in terms of "the bottom line," without regarding the considerations which contribute to that final conclusion. The "bottom line" is usually the result of a complex program operation that reflects many different and mutually influencing considerations. While what is on the "bottom line" may be a reliable piece of information, the data which influenced this particular result is often more important in understanding the operation and value of a program. For example, a volunteer program might be judged ineffective in achieving objectives, which is a "bottom line" fact. But this program failure may represent more than a poorly conceived program. It may result from poor staff supervision, a negative organizational context, political factors, judicial decisionmaking practices, or a host of normally unassessed program influences. In short, program assessments should be interpreted within the context of the larger agency and community framework. Realistically, it is seldom possible, because of limited resources, to assess the total context in which a volunteer program operates. Therefore, the narrower the framework of assessment, the greater the caution which should be exercised in drawing conclusions and making inferences.


CLIENTS
Impact
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Impact
VOLUNTEER PROGRAM
Impact
INTERNAL VARIABLES
Paid Prof. Staff—Program Administration—Vol. Staff
Recruitment—Screening—Matching
Orientation and Training—Support

FIGURE 2. INTERLOCKING CONSIDERATIONS OF PROGRAM ASSESSMENT.

Figure 2 illustrates the complex network of interlocking considerations that enter into all levels of program assessment. The dual direction of the arrows emphasizes the potential mutuality and reciprocity of influences operating within the program. At the bottom of Figure 2, the designation "internal variables" highlights several factors that influence the nature, development, and function of a volunteer program. They are built-in variables which must be considered in monitoring, evaluating, and redirecting the thrust of a volunteer program. "Volunteer program" refers to objectives and goals as they relate to program operations, particularly implementation, maintenance, and the expenditure of effort. The designations "clients," "community," and "parent agency" (at the top of Figure 2) point to assessment levels which demonstrate the volunteer program's degree of goal achievement and impact upon and across these systems.

The total picture derived from the different assessment levels provides the most comprehensive framework for making accurate and correct management decisions about volunteer programs. Granted, such assessments are not easily reached. They require a considerable commitment of resources to the assessment process. Nevertheless, they are possible, as illustrated by a series of evaluative surveys conducted at Hennepin County (Minneapolis) Court Services between 1973 and 1975. It was determined that clients, probation, supervisory and administrative staff, and even judges concurred in their assessment of volunteer performance. For example, there was a high level of agreement that social investigative studies carried out by volunteers were generally objective, factually based, realistic, and well executed. Giving due consideration to internal program variables, volunteer program operation and program impact, it is possible to conclude that the program succeeded in achieving its objectives within its organizational framework and community structure.

F. Assessment Procedures

The assessment process can be broken down into a number of interrelated major activities, each of which makes a critical contribution to the final product. These activities are:

- Describing the purpose of the assessment;
- Selecting a focus of assessment conforming to the general purpose;
- Defining what is to be measured. This involves establishing clear and precise definitions of the variables to be measured. To the maximum extent possible, variables should be designated in behavioral or operational terms and linked directly to the program component being assessed;
- Gathering relevant information about the variables being studied;
- Processing the information that is gathered and producing data reports;
- Analyzing the information and, based upon the data, drawing conclusions, especially about program needs and desired changes;
- Making recommendations based on the available information;
- Providing feedback to appropriate staff members;
- Involving appropriate personnel in the discussion of planned changes;
- Implementing the planned changes;
- Re-assessing the program, particularly newly implemented changes.

It is also important in assessing program accomplishments to relate performance standards to national standards and goals so that both the relative and absolute functioning levels of the program can be judged.

Some of the administrative considerations in the assessment process have been previously discussed. The following examples of the levels and types of the program assessments do not represent all possibilities and procedures. They merely illustrate major evaluative thrusts. Stuart Adams' practical guide to corrections research provides many additional and useful perspectives on the assessment process. It is a useful handbook for program managers.[1]

G. Types of Assessments

1. *Program implementation assessment.* Despite carefully developed plans, there is never any assurance that a program will be implemented exactly as intended. In addition, it is generally not possible to anticipate all the implementation problems that may arise. Consequently, it is important to determine at various stages of program development whether implementation is proceeding as expected. If not, decisions must be made to redirect the program plan accordingly. While proper implementation offers no assurance that the program is effective, poor implementation can seriously undermine the attainment of program objectives. For example, volunteers who receive abbreviated and somewhat inadequate training

are likely to be less effective in achieving program objectives than volunteers who participate in a complete, comprehensive training curriculum.

Questions about implementation are important not only in the early phases of program development, but they also command periodic reevaluation. There may be gradual, unplanned shifts in implementation over time. New personnel, after all, cannot be expected to implement a program exactly as their predecessors did. Also, changes in program objectives may require modifying the implementation process. In other words, proper implementation cannot and should not be taken for granted in either the initial stage or ongoing operation of a volunteer program. Implementation must be continually assessed to prevent drift and misdirection.

2. *Assessment of effort.* The assessment of program effort focuses on the quantity and quality of program activities that actually occur. Measurements are usually limited to counting events, determining the nature of these activities, and assessing the program's capacity to expend further effort. The results of these measures offer documentation and assurance that desired program activities are taking place or that performance standards are being maintained.

Data typically collected to indicate effort being expended include workload information (the number of completed interviews and telephone calls) and time analysis (the total and average number of volunteer hours contributed). Staff equivalent ratios, i.e., how many paid staff would have been necessary to purchase the time and services provided by volunteers, are also useful indicators of effort. The measurement of effort should also include the degree of total volunteer program activity, how actual effort compares to performance standards, and, most importantly, an assessment of the program's capacity to serve its clients. To help analyze volunteer performance more accurately, it might be valuable to collect the following data about program volunteers: educational and experience factors, special training, length of volunteer service, and frequency of turnover.

Clearly, the preceding determinations of program effort do not deal directly with the question of whether the volunteer program is effective in achieving planned objectives. In days gone by there existed a tired assumption that effort expended assuredly resulted in beneficial effects. Obviously, this is not the case. The assessment of effort monitors critical program activities to reveal if they are, in fact, proceeding on the proper course to achieve program objectives.

3. *Cost assessment.* Another method for assessing volunteer program effectiveness is the introduction of monetary criteria. Cost assessments seem easily understood by anyone reviewing the program, although there is a real danger of oversimplifying and over-rating cost analyses. Costs must be viewed as but one dimension in the broader spectrum of volunteer program accomplishment. An inexpensive program which does not realize its goals is worth little compared to a more expensive program in which objectives are achieved. Of course, greater expenditure of funds does not offer any assurance that a program will be effective.

At least three levels of cost assessment are relevant to the operation of volunteer programs: cost analyses, cost comparisons, and cost/benefit analyses.

Cost analyses focus on the expenses incurred in service delivery. At one level, the cost of a volunteer program can be determined by dividing the total monetary outlay for volunteer recruiting, screening, matching, and supervision (e.g., staff salaries, travel time, and supervision time) into the number of volunteer hours provided. Other more sophisticated cost analyses involves calculating budgetary and workload data to yield a unit cost per client served by the volunteer program. Thus, the average cost per predisposition report completed by volunteers can be assessed as a proportion of total volunteer productivity and worth.

Cost comparisons bring together two or more cost analyses and provide a basis for making a comparitive, evaluative judgement. For example, a volunteer training program utilizing different instructional modes can yield comparative cost data which may promote greater dollar efficiency. The major problem in making such comparisons is establishing that costing procedures used in the separate analyses are comparable. When not under careful administrative control, it is easy to employ different costing procedures, thereby rendering cost comparisons useless. Another beneficial comparison can be made between the cost of a volunteer program and the cost of traditional methods of service delivery or alternative disposition options (such as probation, jail, or prison).

Cost-benefit comparisons isolate benefits (other than cost reduction) and relate them to the price-tag for operational elements of the program used to achieve the benefits. Cost-benefit studies usually involve fairly sophisticated procedures requiring extensive and continuing research and consultation. When assessing accomplishments there is a dangerous tendency to oversimplify benefits and underestimate non-monetary costs. The fluidity and complexity of many volunteer programs makes it difficult to formulate precise statements which can attribute the attainment of program benefits directly to cost inputs.

Within the options stated above, it is usually desirable to establish some cost reporting system for volunteer programs, particularly one that separates expenditures for initial implementation and training from the cost of ongoing operation and maintenance. The longer a volunteer program exists, the more likely there will be incremental cost reductions. These cost reductions may reveal that volunteer services often cost considerably less than the minimum hourly wage.

4. *Performance assessment.* There is little agreement in the corrections field concerning consistent means of measuring volunteer program performance. Many measures of performance are not generalizable to other programs because they reflect the attainment of objectives unique to a particular volunteer program or set of circumstances. Thus, volunteer programs will often generate their own performance criteria as they develop.

While it is rather difficult to identify all the possible factors that might be used as measures of performance, some suggestions can be made. Probably the foremost criterion is limiting the assessment of program performance to only those objectives toward which there is either a direct or indirect effort at achievement.

Failure to impose such a limitation leads to inappropriate assessment, with no meaningful results being identified, or with credit sometimes taken for changes that occurred independent of program efforts. If, for example, no effort is directed at improving school functioning, then the failure to observe changes in school functioning among juvenile offenders has no direct implication for the program. Similarly, if school functioning improves in this situation, there is no basis for claiming beneficial program effects. ***Program activity must be linked to goal attainment.***

This point is stressed for two reasons: correctional literature is replete with examples of inappropriate and meaningless assessments which are misleading bases for program interpretation and decisionmaking; and imposing stringent criteria for assessment requires considerable advance planning for the collection of data.

One special data collection concern is the necessity to gather baseline information against which any modifications can be compared. The distance travelled cannot be determined when the starting point is unknown. Another necessary ingredient of performance assessment is the determination and documentation that program activities are directed towards effecting change and achieving objectives.

Certain kinds of program-related objectives may be established as criteria for assessing the effectiveness of volunteer programs. For example, the purpose of a volunteer program might be to reduce the average length of stay of juvenile offenders in detention facilities. Achievement of this program objective may require screening and processing the juveniles. Therefore, assessing program effectiveness in this instance may involve determining the adequacy of screening and processing procedures or the rate of successful referrals to other appropriate services. If these were considered explicit program objectives, and suitable effort was expended to achieve them, the following might also be considered volunteer performance dimensions: the extent, frequency and type of staff intervention in the community on behalf of the juveniles; the extent to which supplementary services are suitably provided; and, in the event of institutionalization, the degree to which juvenile offenders are prepared for reintegration into the community.

To properly assess program performance, a number of different vantage points must be employed, each one possibly yielding a different and valid evaluation. The service recipient (client), his family, the agency worker, the supervisor, the administrator and the community may not all agree as to what constitutes program benefits. Thus, the context within which volunteer performance is measured must be specified, and, in general, multiple vantage points for assessments will produce more meaningful evaluation than a single vantage point.

The study of changes in individuals during their exposure to the volunteer program is a basic unit of a performance evaluation. It is used not only for individual case assessments, but, when cumulated, also reveals elements of total program performance.

Some factors contributing to the overall assessment process may include changes in education, employment, sociopsychological attitudes and personal functioning (i.e., alcohol and drug use, family relationships, arrest, probation and parole violation). There are many other possible measurement components which must be pursued selectively. It is desirable to use several criteria when analyzing program achievement for individuals since volunteer efforts are likely to reflect a multiplicity of goals.

The administrator plays a key role in seeing that performance criteria are established and translated into the most measurable terms possible. The assessment criteria should be established as soon as possible so that the capability for effective evaluation is built in at the program's inception.

Where resources permit, extensive follow-up studies should be conducted to make long-range determinations concerning the separate and net effect of program impact. Some effects may not be durable. Subsequent reassessments also demonstrate that the level of accomplishment is maintained—if not improved.

5. *Process assessment.* The assessment of process is complex and contributes to the understanding of goal achievement. It helps explain why a volunteer program does or doesn't work. Most generally, process analysis focuses on choosing attributes that account for the program's degree of success; measuring service delivery and environmental conditions which facilitate the achievement of program objectives; and differentiating among service recipients to determine who benefited the most, and why. Process studies require careful examination of all the critical dimensions of a service program and their interrelationships.

In analysing a volunteer program, even if actual process assessments are not made, consideration should be given to the following process components which contribute to a program's success or failure:

- The screening, initial training, and supervision of volunteers;
- The organizational climate and general attitude toward volunteers;
- The in-service training of volunteers;
- The amount of follow-up supervision volunteers receive;
- The impact of agency policies upon the program.

H. Recidivism: A Cautionary Note

Since recidivism will inescapably be used as criteria of program performance, the following is presented as a cautionary note about the danger of over-rating and over-simplifying the concept.

There is relatively little unanimity about the value of using recidivism rates as the primary criterion for judging performance. Program efforts may be deemed successful despite the fact that subsequent violations occur. It would, therefore, be an injustice to a volunteer program—or any corrections program—to write it off as a "failure" on the basis of recidivism alone. Nevertheless, there is considerable support for using recidivism rates as *one* significant criterion of program performance.

Unfortunately, "recidivism" varies in meaning and usage among individuals and agencies. Consequently, the definition of recidivism put forth by the National Advisory Commission on Corrections should be adopted so that standardized measurements are employed as much as possible. All programs should view recidivism within the following framework:

- Criminal acts are recidivistic when they result in court conviction and are committed either by individuals currently under correctional supervision or those released from correctional supervision within the previous three years, and when
- Technical violations of probation or parole occur which result in an adverse change in the offender's legal status by the sentencing or paroling authority.
- Information on technical violations should be maintained separately from data on reconvictions.
- Data should be reported periodically so that patterns of program change can be determined (e.g., utilizing updated statistical tables every six months to show changes in recidivism rates).
- Other relevant factors (age, offense, special problems, etc.) should be analyzed to help explain patterns of recidivism.
- Status offenses should be treated separately.

Use of the framework outlined above requires an understanding of some characteristics of recidivism data:

- Recidivism data can only tell about one particular aspect of a program. Absence of recidivism should not immediately lead to the conclusion that the program is successful.
- A single act of recidivism is enough to classify a person as a program failure, thus neglecting a broad range of possible program accomplishments.
- Recidivism may be evaluated in *relative* rather than absolute terms, thus allowing program success to be measured in terms of the number and severity of repeat offenses or acts by participants. (There is considerable disagreement over the merits of this approach.)
- The frequency of law violations is, in part, a function of law enforcement efficiency and community tolerance for certain kinds of behavior. These factors should be considered

in evaluating recidivism. Similarly, the seriousness of certain offenses is subject somewhat to legal interpretation.

I. Locating Resources for Assessments

A fully developed criminal justice agency will be capable of conducting a variety of program assessments. The fact remains, however, that most agencies, for various reasons, do not have either the financial resources or enough competent staff to carry out extensive and sophisticated assessments. When the need for program assessment is recognized—and it should be at the outset of the program—then the first administrative step is to develop a budget for this process. Adequate staff and monetary resources are essential to conduct assessment studies.

More typical, however, is the case where a program exists without any appreciable budget, yet must do some assessment. In this instance, the first approach may be to attempt to utilize research personnel from other agencies in the criminal justice system. Often these people can be borrowed for consultation to help initiate an assessment system. Another often untapped resource is agency staff members, many of whom are recent graduates from academic programs with increased emphasis on and training in conducting assessments. With some outside consultation, staff members and volunteers may be able to do this job. But if staff and volunteers are utilized, suitable work credit must be given to maintain a high level of motivation and input.

An other alternative is to provide on-the-job staff training within the agency under the guidance of outside researchers who can teach the basic methodology of program assessment to interested staff members. An often overlooked resource is the utilization of volunteers themselves to design, carry out, and report on program assessments. The educational and skill levels of volunteers are often quite high.

Outside the agency, faculty members from nearby universities and colleges can often be induced to help establish a data information system. University professionals possibly interested in such activities may be in several departments: social work, criminal justice, computer science, business adminstration, and sociology. Often these faculty members welcome the opportunity to conduct agency-based research, which also gives their students some solid, research-related field experience. College and university students are also a fertile source of manpower for conducting program assessments. The process enables them to better exercise their learning potential while fulfilling degree requirements.

Borrowing ideas, methodologies and instruments developed in similar assessment projects throughout the country is also a valuable resource. While some of this material is poorly formulated, responsible staff can make decisions about its adequacy and adaptability.

One word of caution is in order. While it is desirable to use knowledgeable and experienced staff and volunteers to develop information and assessment systems, employing novices in the process is dangerous and can produce disastrous results. The possibility of failure increases with the sophistication of assessment work required and the lack of experience of staff members and volunteers. The availability of training and continuing consultation are necessary ingredients in producing good information and assessment.

J. Current Status of Research

Much of the research conducted on volunteer programs has had a restricted focus—namely, to attempt to assess the impact of the program on clients served.[2] While this is a reasonable objective, the result of such research has been disappointing. To date, no one is certain exactly which factors contribute to the success or failure of a volunteer program. This is because a large majority of research studies are poorly conceived and operated. The few good studies available are limited in their perspective and fail to account for a systems framework in assessing volunteer performance. There is also a lack of information regarding recruitment, screening, training, and matching procedures, and useful cost analyses are generally absent.

In fact, the issues of whether and how volunteer programs are more or less effective than other program alternatives in the juvenile justice system remain unresolved. The program administrator, then, must make a greater commitment to the assessment process for determining the validity of agency-sponsored volunteer programs.

K. Concluding Note

The major thrust of this section is to impress upon administrators and staff that the assessment process is not foreign to program operations. Assessment of different program components is employed daily in the management decision process. What has been stressed here is that decisions can be vastly improved by formalizing information collection and analysis procedures, thus increasing the likelihood that administrative decisions will be based on the best and most comprehensive information available. Naturally, the assessment process must selectively focus upon the main concerns and priorities of the volunteer program. Nevertheless, data which, of necessity, is always incomplete must be systematized before it is used in making decisions concerning the value or modification of a volunteer program.

Good assessments don't happen by accident. They require a strong sense of commitment on the part of the program administrator and staff and other juvenile justice system personnel. In addition, there must be a commitment of resources in the form of allocated work time and necessary funds. In this way, volunteer programs can command continual support based on the documented services being provided to clients and the benefits accruing to the juvenile justice system and the community. The assessment of each individual program contributes singly, but importantly, to the total pattern of effort and accomplishment.

NOTES

[1] Stuart Adams, *Evaluation Research in Corrections: A Practical Guide,* U.S. Department of Justice, Law Enforcement Assistance Administration, National Institute of Law Enforcement and Criminal Justice (Washington, D.C.: U.S. Government Printing Office, 1975).

[2] Thomas J. Cook and Frank P. Scioli, *The Effectiveness of Volunteer Programs in Courts and Corrections: An Evaluation of Policy Related Research* (Washington, D.C.: U.S. Government Printing Office, 1975).

APPENDIX A. Volunteer Program Resources

Many resources are available for improving the methods of developing and implementing a volunteer program. There are federal, state, and national agencies concerned with volunteerism; community health and welfare planning agencies; volunteer service bureaus; voluntary action centers; and hundreds of public and private agencies concerned with juvenile justice services.

This manual is intended to serve as a guide to organizing and administering juvenile justice volunteer programs. We hope and think it will serve as a major resource in that area. However, there are several other major resources that can be called upon for assistance. They include, but are not limited to:

- ACTION
- Association for Administration of Volunteers Services
- American Correctional Association
- Association of Voluntary Action Scholars
- Association of Volunteer Bureaus of America
- Center for a Voluntary Society
- John Howard Association
- National Center for Voluntary Action
- National Information Center on Volunteerism (NICOV)
- National School Volunteer Program, Inc.
- Volunteers in Probation—National Council on Crime and Delinquency, (VIP-NCCD)

The National Information Center on Volunteerism, VIP-NCCD, ACTION and the National Center for Voluntary Action have long been recognized as leaders in the field of volunteerism. The American Correctional Association, the National Council on Crime and Delinquency, and the John Howard Association have distinguished reputations for providing technical assistance in the juvenile and adult corrections fields. Following is a brief description of a capabilities of each of these resources. It is important to remember that most operational volunteer programs can also serve as a valuable source of technical assistance.

Action

ACTION is a federal agency. Its objectives are: to mobilize volunteer efforts and volunteer agencies in America to deal with the problems of poverty at home and overseas; to serve as a clearinghouse for federal citizen service programs such as Peace Corps, VISTA (Volunteers in Service to America), the Foster Grandparent Program, Retired Senior Volunteer Program (RSVP), Service Corps of Retired Executives (SCORE), the Active Corps of Executives (ACE) and NSVP (National Student Volunteer Program); and to promote maximum participation by Americans in voluntary efforts aimed at solving problems in their own communities and other communities and countries.

ACTION provides volunteers at the local level at the request of government agencies, educational institutions, private organizations, and community groups. Volunteers work for and are accountable to the project sponsor. It assists with project development at the request of local agencies. Through grants, ACTION is responsible for the operation of RSVP and the Foster Grandparent Program, and, through the Office of Policy and Program Development, for an extremely limited number of innovative efforts employing volunteers. Funds for grant programs outside the Older Americans Program are extremely limited, and no new efforts are anticipated in the near future.

Inquiries about locating and contacting the appropriate ACTION Regional Director, requesting services of volunteers enrolled in ACTION programs, or volunteering yourself should be directed to:

ACTION
Washington, D.C. 20626
Telephone toll free: (800) 424-8580

Association for Administration of Volunteer Services

The objectives of the Association for Administration of Volunteers Services are: to develop volunteer services programs; to promote volunteer administration as a profession; to establish standards for the utilization of volunteer services; to share knowledge/experience; to encourage creative use of volunteers; to work with institutions of higher learning in developing professional education and training curricula in volunteer administration; and to promote professional stature among members through meetings, workshops and institutes.

Active membership is open to salaried or unsalaried persons with continuing administrative responsibility in the field of volunteer administration, as well as educators and researchers in the volunteer field. Associate memberships are open to retired administrators and others interested in volunteer administration.

This agency serves professional administrators of volunteer programs throughout the human service field—community action centers, rehabilitation, long-term care, comprehensive health centers, hospitals, schools, courts and corrections—by making available to them an established plan for the certification of volunteer services coordinators, a list of regional and national activities, a monthly newsletter, a tape library, and current professional information and a quarterly journal entitled *Volunteer Administration.*[2]

Inquiries should be made to:

Association for Administration of Volunteer Services
Administrative Center
Box 426, 10214 South Dolfield Road
Owing Mills, Maryland 21117
303/353-0300 ext. 446

American Correctional Association

The American Correctional Association provides technical assistance to many agencies within the corrections and criminal justice system through a Law Enforcement Assistance Administration contract. It can provide a requesting agency with consultants at no cost to assist with the implementation, review, and evaluation of volunteer programs. The list of consultants includes persons with a variety of expertise. They can help better utilize volunteers as adjuncts to staff and extend agency services to different correctional settings and situations.

Inquiries should be made to:

Corrections Technical Project
American Correctional Association
4321 Hartwick Road, Suite L-208
College Park, Maryland 20740
(301) 864-1070

Association of Voluntary Action Scholars

"The objective of the Association of Voluntary Action Scholars is to foster dissemination and application of social science knowledge about voluntary action.

"Membership is open to those engaged in voluntary action research, scholarship, and professional activity. Members receive *Journal of Voluntary Action Research.*"[3]

Inquiries should be made to:

Association of Voluntary Action Scholars
1785 Massachusetts Ave, N.W.
Room 211
Washington, D.C. 20036

Association of Volunteer Bureaus

The Association of Volunteer Bureaus promotes volunteerism and voluntarism at the local, state, and national levels through communication and cooperation with other organizations and individuals.

Membership is open to local volunteer centers willing to take responsibility for the following citizen participation functions: development of standards; recruitment of volunteers; volunteer coordination; volunteer referral; and consultation to agencies and citizen groups.

The Association maintains a national library consisting primarily of "loan folders" on the generic areas of volunteerism. It publishes a newsletter to keep membership current on matters pertinent to the field.[4]

Inquiries should be made to:

Association of Volunteer Bureaus
P.O. Box 7253
Kansas City, Missouri 64113

Center for a Voluntary Society

The Center's goal is to promote and expand general awareness and understanding of the effective utilization of volunteers and voluntary associations in coping with human and social problems here and abroad. It evaluates the effectiveness of the voluntary sector in making our society more humane, just, open, participatory, non-violent and uncoerced.

The Center stimulates and performs basic and applied research on voluntary action; collects, synthesizes, analyzes, publishes, and disseminates relevant information on research and practical experience both to scholars and practitioners in the field; interprets policy and stimulates discussion of issues vital to voluntarism; develops methods of evaluation for the voluntary sector; holds conferences, workshops, seminars, and informal discussions with practitioners, professionals, and scholars; consults with voluntary organizations regarding their goals, policies, operations, and evaluation systems; and aids in the development of the independent Association of Voluntary Action Scholars.[5]

Inquiries should be made to:

Center for a Voluntary Society
1785 Massachusetts Ave, N.W.
Room 211
Washington, D.C. 20036

John Howard Association

The John Howard Association is a private, not-for-profit national service agency involved, since 1901, in surveys, consultation, planning, research, public education, and reform in the crime and delinquency field.

A primary objective of the John Howard Association is to bring about changes in policies and practices in the criminal and juvenile justice systems through planning, research and action to fulfill unmet social needs and overcome systemic and structural inequities.

The Association has established a sound reputation with judges, legislative bodies, agency and department officials, and citizen groups throughout the country. It has testified before state and national organizations and legislative bodies regarding standards and practices in the criminal justice field. The scope of services provided by the John Howard Association reaches into all areas of the justice system. It responds to the causes of individuals, agencies and communities.

The Association through its Children in Trouble Project, has promoted greater public understanding and support for prevention, treatment, and control of juvenile delinquency and crime. The film, *Children in Trouble*, has been shown over one thousand times in all 50 states and in several foreign countries.

The John Howard Association has developed Comprehensive Long Range Correctional Master Plans in the States of Maryland, Michigan, Kentucky, Florida, Virginia, South Dakota, Utah, and Wisconsin. Additional planning, evaluation, and technical assistance efforts completed by the Association include Survey and Planning for Services to Unruly Youth in Franklin County, Ohio, and the Wisconsin Mutual Agreement Program Evaluation.

Inquiries should be made to:

John Howard Association
67 East Madison Street, Suite 1216
Chicago, Illinois 60603
(312) 263-1901

National Center for Voluntary Action

The National Center for Voluntary Action operates a Clearinghouse for information on all aspects of volunteerism. Since 1969, the Clearinghouse has collected, analyzed, and distributed information on various aspects of volunteering and volunteer programs. The search for information and the collection of material is continuous, with new facts and insights accumulating constantly. The Clearinghouse makes this information available in the following ways:

1. *Program Descriptions.* Information about thousands of volunteer programs—covering a wide range of social service fields—is available from the Clearinghouse. The one-page data form includes: the name, location, and a brief description of the program; the name(s) of the program's sponsor(s); and the name, address and telephone number of a person to contact for further information.

2. *Green Sheets.* The Clearinghouse prepares listings of organizations willing to provide technical and other assistance to volunteer groups in many areas of specialization, e.g., the National Council on Aging. It also prepares annotated bibliographies of pamphlets and other publications, free or at nominal cost, relating to the development of volunteer programs.

3. *Portfolios.* In a number of areas, the Clearinghouse has assembled basic portfolios on specific aspects of volunteer programming, e.g., Drug Education and Rehabilitation Programs and the Volunteer, Volunteers in Pre-School, Day Care, Headstart and After School Programs, etc. Most of the portfolios contain samples of Clearinghouse Program Descriptions, Green Sheets, and other related materials. Some document the operation of a single volunteer program. In the area of training volunteer administrators and volunteers, portfolios supply short summaries of past, current and future college-related and community-initiated training activities. Others, in notebook form, discuss such topics as "volunteer recognition in practice and theory" and "transitional volunteering as a step for mental patients in readjusting to the community."[6]

Information regarding the National Center for Voluntary Action, its newsletter, booklets, or portfolios can be obtained from:

National Center for Voluntary Action
1785 Massachusetts Avenue, N.W.
Washington, D.C. 20036
(202) 797-7800

National Information Center on Volunteerism, Inc. (NICOV)

The National Information Center on Volunteerism, Inc. (NICOV) is a nine-year-old non- profit organization. Its principal activities are technical assistance, consultation, training, and program evaluation for citizen involvement efforts.

Since its inception, the Center has conducted more than 75 program evaluations and produced 35 books, manuals, films, etc., covering a wide spectrum of current issues and methods affecting citizen participation programming. NICOV has convened over 25 advanced workshops and conferences on leadership in citizen participation programs and established the Volunteer Program Problem-Solving Information Retrieval Library (PIRL), with over 2,500 files on volunteer programs, functions and issue areas.

The Center's State Desk and Membership Services is a specialized unit which provides informational and technical assistance to organizations and programs, particularly emphasizing state and regional needs.

The National Learning Resource Center (NLRC) of NICOV is involved in research and field testing of educational opportunities and training techniques for citizen participation programs leadership.

The various units of the Center afford NICOV a unique look at the inner workings of citizen participation and motivation. This "inside" perspective better enables NICOV to meet those needs with its resources. The Center has developed its own techniques on the "helping" and "self-help" involvement processes. These strategies, known as "People Approach," have been widely used by the Center and by individual programs in the field.

NICOV's membership in the Alliance for Volunteerism, Inc., allows immediate access to additional resources in the performance of project and other operational tasks.

Inquiries should be made to:

National Information Center on Volunteerism
1221 University Avenue
Boulder, Colorado 80302
(303) 447-0492

National School Volunteer Program, Inc.

This program seeks to promote the use of school volunteers to supplement and support activities which benefit students; improve the number and quality of school volunteer programs; create a new partnership between educators and citizens through school volunteer programs; recognize the services and benefits provided by school volunteers.

NSVP operates national, regional and state networks to communicate with its members and to provide the school volunteer community with publications which include the regular newspaper, "The School Volunteer"; operates a clearinghouse which collects and distributes resource materials; provides training programs through a series of workshops; holds national conferences; and sponsors and conducts research projects. Professional membership is open to directors or coordinators of School Volunteer Programs across the country. Associate memberships are open to all persons interested in or associated with a school volunteer program. Inquiries should be made to:

National School Volunteer Program, Inc.
300 North Washington Street
Alexandria, Virginia 22314
703/836-4880

Volunteers in Probation—National Council on Crime and Delinquency (VIP-NCCD)

The VIP Division of the National Council on Crime and Delinquency represents volunteers in prevention, prosecution, probation, prisons, and parole. Originally known as Volunteers in Probation, Inc., the merger with NCCD was effectuated in 1972.

VIP-NCCD consults in the area of criminal justice volunteerism. It has participated in over 1,000 local, state, regional, and national conferences during the last decade. In addition to consulting with officials of courts, jails, prisons, juvenile institutions, and all kinds of citizens groups, VIP-NCCD sends literature in response to approximately one thousand inquiries it receives annually concerning the use of volunteers in criminal justice. A total of 3,500 persons have attended the national forums sponsored by VIP-NCCD over the past five years.

VIP-NCCD has developed a training manual, a curriculum and 34 hours of excellent, full-color audio-visual TV cassettes on the subject of volunteerism in criminal justice. Known as the VIP-NCCD National Training Program, it has these major goals:

- Upgrade existing criminal justice programs utilizing the combined efforts of volunteers and professionals in the field. The cassettes and other materials, are excellent for pre-service and in-service training.
- Enlist new volunteers from all types of citizen groups.
- Reach and inspire hundreds of thousands of college students to make a life-time commitment to volunteerism in criminal justice.

VIP-NCCD has helped start many new programs, and assisted numerous existing programs in upgrading their services.

Inquiries should be made to:

VIP-NCCD
200 Washington Square Plaza
Royal Oak, Michigan 48067
(313) 398-8550

NOTES

[1] National Center for Voluntary Action, "Administration and Organization in Volunteerism: National Membership and Resource Organizations," *Clearinghouse Green Sheets* (Washington, D.C.: National Center for Voluntary Action) .

[2] *Ibid.*

[3] *Ibid.*

[4] *Ibid.*

[5] *Ibid.*

[6] *Ibid.*

[7] *Ibid.*

APPENDIX B. Project Methodology

The methodology followed in the preparation of the Prescriptive Package contributed significantly to the contents of this document. Consequently, a description of this methodology is presented for the reader. The following steps were completed:

1. An advisory committee to the Project was formed. The committee was made up of representatives from the following areas:
   a. law enforcement;
   b. county juvenile court services;
   c. state youth services–volunteer program administration;
   d. private, non-profit voluntary social service; and
   e. research techniques and methodology.

   The advisory committee provided input with respect to issues and concepts regarding volunteerism that needed to be examined and reviewed. The members also critiqued the various drafts of the Prescriptive Package. Members of the advisory committee were called upon to provide both select and individual consultation in their respective areas of expertise throughout the duration of the Project.
2. The National Information Center on Volunteerism in Boulder, Colorado, was contracted to assist in three major areas:
   a. To identify the most outstanding juvenile justice volunteer programs in the United States;
   b. To suggest the types of questions that should be included in a questionnaire serving the above projects; and
   c. To assist in conducting a comprehensive review of the literature and preparation of an abstracted bibliography of the most relevant, up-to-date, and easily obtainable books and periodicals.
3. A lengthy and extensive questionnaire was developed to be administered by mail. Its primary purpose was to gather specific types of information that could later be utilized in selecting programs for on-site visits. A secondary function was to collect descriptive information from a selected group of volunteer programs around the nation.
4. The National Information Center on Volunteerism identified 107 programs from the United States and Canada. An additional 18 programs were identified by the John Howard Association. Therefore, a total of 125 programs received survey questionnaires. Approximately one month after the initial mailing, a follow-up letter was sent to those programs who had not yet responded. Of the 125 questionnaires mailed, 81 responses to the inquiries were received—a 64.8% return rate. Of the responses, only 59 (47.2%) were "usable questionnaires." There were several reasons for not being able to use a particular response: having a program that primarily serves adults; no longer having a program; and only partially completing the questionnaire. The 64.8% rate of return and the 47.2% usable response rate is considered very satisfactory given the extensive nature of the questionnaire and the nature of the data requested.
5. Following the analysis of the data from the questionnaire, programs were selected for on-site visits. Several factors were considered in making the selection, including:
   a. volunteer service area (client-centered, agency-centered, community centered);
   b. administrative organization;
      (1) of the volunteer program itself;
      (2) if applicable, the position of the volunteer program in the organizational structure of the parent agency;
      (3) criminal justice components served;
      (4) client population;
      (5) numbers of volunteers;
      (6) numbers of paid staff;
      (7) geographic area;
      (8) length of program operation;
      (9) evaluations;
      (10) major innovations and unique services.

   The purpose of the on-site visits was to gather additional information and to observe firsthand those aspects of various programs that would be helpful to others and worthy of replication. (See Appendix C for list of programs visited).

6. Project staff attended various national, state, and regional conferences and workshops on volunteerism. At these institutes contacts were made and discussions held with volunteer coordinators regarding their particular programs, problems, and ideas.
7. After completion of the on-site visits a preliminary draft was prepared. This draft was distributed to members of the advisory committee and other selected individuals, such as Dr. Ivan Scheier, Director of the National Information Center on Volunteerism, for review and comment. From these comments and criticisms revisions were made and the final draft submitted to the Office of Technology Transfer of the Law Enforcement Assistance Administration for review, publication and dissemination.

APPENDIX C. On-Site Visits

In preparing this manual project staff visited several volunteer programs. A list of these programs, including names and addresses of contact persons, is included in this appendix for readers who may wish to obtain additional information. Various aspects of these programs have been cited and described in the text of this manual. However, no attempt has been made to provide complete program descriptions either here or in the text because these are dynamic programs whose variety and breadth of services are constantly changing. To obtain the latest information regarding them, it would be best for the interested reader to contact the programs directly.

Maricopa County Juvenile Court Volunteers
3125 West Durango
Phoenix, Arizona 85009
Ms. Linda Harned, Project Director

Social Advocates for Youth
975 North Point
San Francisco, California 94109
Mr. Jack Harrington, Executive Director

Social Advocates for Youth
655 Castro Street #5
Mountain View, California 94041
Ms. Deborah Manchester, Project Director

Social Advocates for Youth
114½ West Church
Santa Maria, California 93454
Mr. Robert Faulk, Project Director

Direction Sports, Inc.
117 West Ninth Street
Los Angeles, California
Mr. Tully Brown, Project Director

Partners
1206 West Bayaud
Denver, Colorado
Mr. Bob Moffitt, Director

Florida Division of Youth Services
1317 Winewood Boulevard
Tallahassee, Florida 32301
Mr. Jeff Schembera, Director, Bureau of Community Services

1. Tampa, Florida, Volunteer Shelter Home
2. Miami, Florida, Intake Volunteers and VPO's
3. West Palm Beach, Florida, Detention Volunteers and Shelter-Bed Program
4. Tallahassee, Florida, VPO's, Volunteer Shelter-Bed Program, Center Office, Volunteers
5. Tallahassee, Florida, Walter Criswell House—
    a. group treatment volunteers
    b. members of advisory board to community groups treatment
6. Marianna, Florida, Arthur G. Dozier School, Institutional Volunteer Program

Aunt Martha's Program
3034 Western Avenue
Park Forest, Illinois
Mr. Gary Leofanti, Program Director

Youth Opportunities United
75 Grove Street
Worcester, Massachusetts 01608
Ms. Mary Adams, Program Director

Kalamazoo County Probate Court - Juvenile Division Volunteer Services
Kalamazoo County Building, Room 400
Kalamazoo, Michigan 49006
Ms. Joanne Hyames, Program Director

Genesee County - Juvenile Division Probate Court Volunteers
919 Beach Street
Flint, Michigan 48503
Mr. Rob Collier, Project Director

Ingham County Probate Court Child Services
608 South Washington
Lansing, Michigan 48933
Dr. Ernest Shelley, Ph.D., Chief Psychologist

Oakland County Juvenile Court Volunteer Case Aide Program
1200 North Telegraph
Pontiac, Michigan 48053
Mr. Raymond J. Sharp, Project Director

Oakland County Youth Assistance Program
1200 North Telegraph
Pontiac, Michigan 48503
Ms. Kay Karla, Director

Hennepin County Department of Court Services - Volunteer Services
A-506 Government Center
Minneapolis, Minnesota 55487
Mr. Richard C. Hodgkins, Director of Volunteer Services

Department of Human Services
Multnomah County
426 S. W. Stark
Portland, Oregon 97204
Mr. Lane Williams, Director of Volunteer Programs

APPENDIX D. Standards for the Handling of Status Offenders

In recent years there has been a growing trend to separate status youth from delinquent youth. The theory behind this trend is that status offenses, although constituting behavior that is not acceptable to society and that may be harmful to the youth, are not criminal in nature and do not present threats to the person or property of others. In fact, judging from its frequency, it almost appears that status behavior is incidental to the process of growing up for many youth. Now becoming more and more widespread is a belief that treatments should not be applied to status youth, which have been traditionally used for delinquent youth, such as: arrest, detention, court appearance.

Although all state juvenile court laws currently include jurisdiction over status offenses, about 50% of the states have established various separate categorical labels or definitions in an attempt to make some distinction. These terms include "children (or persons or minors) in need of supervision" (CINS, PINS, MINS) and the more stigmatizing labels such as "unruly," "wayward," "ungovernable" or "incorrigible." Many states have imposed limitations on the handling of status cases. The most common has been a prohibition against committing these youth to state institutions for delinquent youth.

Several respected agencies with an interest in the juvenile justice system have developed position statements and standards and goals materials covering many facts of the juvenile justice area. Agencies, communities, and volunteer groups wishing to evaluate their communities' juvenile justice system and to upgrade services can use such materials as starting points in the evaluation process What follows is a position statement on a topic of current interest and high controversy in the juvenile justice field. It is included here as an example of a position statement, to stir the citizens' interest in identifying critical issues within their communities. This and many other issues need to be defined, examined and acted upon. In many cases it will be community volunteers who do so.

Traditionally, "children in need of supervision" or "status offenders," that is, children engaging in behavior that would not be a crime if committed by an adult, have constituted a substantial proportion of the juvenile arrests, detentions, and referrals to court. Studies and reports have consistently shown that one-third or more of the children handled by juvenile courts are referred for such offenses, which include truancy, running away, curfew, incorrigibility, etc. About one-third of them are institutionalized in detection homes, jails, or state institutions for delinquent youth, thereby mixing them with youth who have engaged in criminal behavior.

Recommendations for different treatment have been made by the President's Commission on Law Enforcement and the Administration of Justice Standards and Goals. Both groups recommended diversion of these cases from the juvenile justice system. Other more recent developments are also moving in this direction. For example, in a recent policy statement, the National Council on Crime and Delinquency has recommended complete removal of status offenses from juvenile court jurisdiction. [1] Also, the Juvenile Justice and Delinquency Prevention Act of 1974 provides that two years after from the submission of a state plan for JJDPA funds, juveniles committing status offenses cannot be placed in detention or correctional facilities.

These positions are taken in the belief that status offense youth and their families need services, but that service should be provided outside the criminal justice system The services should be offered by both public and private agencies, and should be available without arrest and detention or having to go to court. Service should be available by referral from police (who come in contact with most of this behavior on the streets) or from schools, social agencies, and particularly from youth themselves or their parents who see the need for service to prevent such behavior.

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[1] "Jurisdiction Over Status Offenses Should Be Removed from the Juvenile Court—A Policy Statement," National Council on Crime and Delinquency, October 22, 1974.

The staff of the John Howard Association support this premise and believe that status behavior should be removed as a category of behavior which subjects youth to juvenile court jurisdiction. It should not be possible to put a status behavior youth in a secure custody detention facility or in an institution for delinquent youth.

There are some instances when juvenile court intervention is necessary. This may occur when child/parent conflicts are so great that voluntary services are unable to protect the child or where there is such an irreconcilable difference between the child and his parents that third party authoritative intervention is needed to settle issues such as legal custody. In such cases it should be possible for the youth, his parents, or a designated community agency to petition the court on the basis of a "no-fault" neglect petition, such as recommended by the U.S. Department of Health, Education and Welfare:

> In this section, the traditional definition of neglect has been somewhat broadened by adding a child 'whose parents, guardian or other custodian are unable to discharge their responsibilities to and for the child.' This provision alleges a condition or status but does not require a finding of fault on the part of any individual or social institution.
>
> Under this provision, the court will still retain sufficient authority over the situation to see to it that remedial measures are taken in a timely and effective manner without labeling the child as truant, a runaway, or incorrigible. Generally, it can be said that such conduct is self-evident of the failure or neglect on the part of one or more of our social institutions, whether it be the family, the schools, or other societal conditions having a neglect impact on the child.[2]

The model legislation limits the authority to file this type of petition (neglect) to certain child-serving agencies. It also limits the court's disposition powers, precluding handling these offenses as criminal-type delinquencies and prohibiting use of detention, probation, or commitment to state institutions for status offense youth.

It should be recognized that much of the court involvement in status cases resulted from lack of alternative ways of handling them. As it stands now, status cases represent a large proportion of probation and court work and consequently constitute a huge block of services that must be provided by public and private community agencies if responsibility is to be transferred from the juvenile justice system.

In nearly every case, the overt and covert support of the highest level administrators in an agency is a necessary ingredient in the development of a successful volunteer program. This is true whether the volunteer program is part of a small private agency or a large state or national department. What follows is a draft of enabling legislation for the use of volunteers by state agencies and departments in the State of Florida. It is included here for two main reasons:

- To serve as a model for other states regarding the use of volunteers; and
- To give the reader an insight into the types of support an agency or a state can provide to its volunteer programs.

Specifically, the terms of this legislation encourage the use of volunteers, support their use at the highest levels, and demand accountability in the use of volunteers and in assessing their impact.

SAMPLE ENABLING LEGISLATION FOR THE USE OF VOLUNTEERS BY STATE AGENCIES AND DEPARTMENTS*

A bill to be entitled

An act relating to state government; providing definitions; authorizing state departments and agencies to recruit, train and accept volunteers for state service; directing departments and agencies to make certain rules with respect to volunteers; providing benefits for volunteers; requiring state departments and agencies to include information on volunteers in their annual reports to the Legislature and the Governor; requiring departments and agencies to include volunteer impact statements in budget requests to the Legislature; providing an effective date.

WHEREAS, the spirit of voluntarism is one of the philosophies upon which this nation was founded, and

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[2] *Model Acts for Family Courts and State-Local Children's Programs*, Department of Health, Education, and Welfare, U.S. Government Printing Office, Pub. No. OAD/OYD 75-26041, Washington, D.C.

* Taken from a proposed draft of volunteer legislation for the State of Florida.

WHEREAS, today one of every five Americans is making a gift of time and talent to some kind of volunteer service which is designated to help others or to work for a cause, and

WHEREAS, our communities, our state, and our nation will benefit as more and more people bestow the priceless gift that comes only when people give of themselves, and

WHEREAS, the Florida Legislature deems it necessary to provide for and encourage state agencies to make maximum use of volunteer services, NOW, THEREFORE,

Section 1. Definitions as used in this act.—

(1) "Volunteer" means any person who, of his own free will, provides goods or services to any state department or agency with no monetary or materials compensation.

(2) "Regular-service volunteer" means any person engaged in specific voluntary service activities on an ongoing or continuous basis.

(3) "Occasional-service volunteer" means any person who offers to provide a one-time or occasional voluntary service.

(4) "Material donor" means any person who provides funds, materials, employment, or opportunities for clients of state departments or agencies without monetary or material compensation.

Section 2. Scope of act; status of volunteers.—

(1) Every state department or state agency, through the head of the department or agency, secretary of the department, or executive director of the department, is hereby authorized to recruit, train, and accept, without regard to requirements of the State Career Service System as set forth in Chapter 110, Florida Statutes, the services of volunteers, including regular-services volunteers, occasional-services volunteers, or material donors, to assist in programs administered by the department or agency.

(2) Volunteers recruited, trained, or accepted by any state department or agency shall not be subject to any provisions of law relating to state employment, to any collective bargaining agreement between the state and any employees' association or union nor to any laws relating to hours of work, rate of compensation, leave-time, and employee benefits, except those consistent with section 4 of this act. However, all volunteers shall comply with applicable department or agency rules.

(3) Every department or agency utilizing the services of volunteers is hereby authorized to provide such incidental reimbursements, consistent with the provisions of section 4 of this act, including transportation costs, lodging, and subsistence, as the department or agency deems necessary to assist volunteers in performing their functions. No department or agency shall expend or authorize an expenditure therefore in excess of the amount provided for to the department or agency by appropriation in any fiscal year.

Section 3. Responsibilities of departments and agencies.—Each department or agency utilizing the services of volunteers shall:

(1) Take such actions as are necessary and appropriate to develop meaningful opportunities for volunteers involved in state-administered programs.

(2) Develop written rules governing the recruitment, screening, training, responsibility, utilization, and supervision of volunteers.

(3) Take such actions as are necessary to ensure that volunteers understand their duties and responsibilities.

(4) Take such actions as are necessary and appropriate to ensure a receptive climate for citizen volunteers.

(5) Provide for the recognition of volunteers who have offered continuous and outstanding service to state-administered programs.

(6) Recognize prior volunteer service as partial fulfillment of state employment requirements for training and experience pursuant to rules adopted by the Department of Administration.

Section 4. Volunteer benefits.—

(1) Meals may be furnished without charge to regular-service volunteers serving state departments provided the scheduled assignment extends over an established meal period, and to occasional-service volunteers at the discretion of the department head. No department shall expend or authorize any expenditure in excess of the amount provided for by appropriation in any fiscal year.

(2) Lodging, if available, may be furnished temporarily, in case of a department emergency, at no charge to regular-service volunteers.

(3) Transportation reimbursement may be furnished those volunteers whose presence is determined to be necessary to the department. Volunteers may utilize state vehicles in the performance of department related duties. No department shall expend or authorize an expenditure in excess of the amount appropriated in any fiscal year.

(4) Volunteers shall be covered by state liability protection in accordance with the definition of a volunteer and the provisions of s. 768.28, Florida Statutes.

Section 5. Department and agency reports: required information.—

(1) Each state department and agency, as a part of its annual report to the Legislature and the Governor shall include:

(a) Information relating to the total number, location and duties of all volunteers, including regular-service volunteers, occasional-service volunteers, and material donors; and

(b) Information relating to the total number of annual hours of service provided to the department or agency by all volunteers, including regular-service volunteers, occasional-service volunteers, and material donors.

(2) Prior to the development of any new programs or of any budget requests to the Legislature by any state department or agency, all avenues of community involvement through the use of volunteers should be explored. Each budget request to the Legislature by any state department or agency shall be accompanied by a volunteer impact statement outlining the number and types of service which volunteers will provide during the budget period and the fiscal savings reflected by such service.

Section 6. This act shall take effect July 1, 1976.

LEGISLATIVE SUMMARY

Authorizes every state department or agency to recruit, train, and accept volunteers for service without regard to the State Career Service System, to any collective bargaining agreements, or to laws relating to state employment. Authorizes state departments or agencies to provide incidental reimbursement to volunteers, including transportation, lodging, and subsistence. Directs departments and agencies to take such actions and make such rules as are necessary to develop the volunteer program. Provides that volunteers will be covered by state liability protection. Requires state departments and agencies, in their annual reports to the Legislature and Governor, to include information on the number, location, duties, and annual hours of volunteers. Provides that each budget request to the Legislature by any state department or agency shall be accompanied by a volunteer impact statement.

BIBLIOGRAPHY

A manual like this one, by its very nature, cannot treat all of the subject areas in great depth. The authors have therefore included this bibliography to facilitate the reader's task in searching further for needed answers and for useful discussion of important concerns. It is divided into three sections:

1. A list publications concerned with volunteerism;
2. A series of abstracts of articles and publications concerned with standards and goals for juvenile justice; and
3. A series of abstracts of articles and publications in the field of volunteerism.

The first section consists of a list of articles and publications coded to help the reader identify the general subject area with which the publication or article is concerned. The code is located just to the left of the bibliographic reference. Explanation of the code's meaning occurs immediately below this discussion. The reader will find the code system helpful in identifying the main thrust of an article and/or identifying quickly those articles which are concerned with a particular aspect of volunteerism.

The second section of the bibliography consists of 14 abstracts of articles and/or books that propose standards and goals for the juvenile justice system. These references will be particularly helpful to individuals seeking data and information to help them evaluate the justice system in their community.

The third section contains bibliographical references and abstracts for articles, books, manuals and reports that represent the best materials now available in the field of volunteerism. These materials were abstracted (rather than annotated) to provide the reader with a concise description of the references' contents.

Coding System for List of Publications Concerned With Volunteerism:

- I. General Information Concerning Volunteer Programs
  - a. Management and Organizational structures for volunteer programs, also planning of volunteer programs
  - b. Procedures and methodology for recruitment, screening and orientation of volunteers
  - c. Staff training and relations
  - d. Training of volunteers
  - e. Matching of volunteers
  - f. Funding and Financing of volunteer programs
  - g. Program Evaluation and Research, Program status surveys
- II. Direct Service Programs Involved with Juvenile Justice Systems
  - a. Law Enforcement
  - b. Courts
  - c. Detention and Jails
  - d. Probation
  - e. Institutions

    f. Parole and After-ca
    g. Victims
    h. Alternatives to further penetration into the justice system such as prevention, diversion and alternative programs
III. Indirect Services - The Use of Volunteers for:
    a. Advisory boards
    b. Consultation
    c. Resource Development
IV. Private Sector

SECTION I. LIST OF PUBLICATIONS CONCERNED WITH VOLUNTEERISM

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SECTION 2. ABSTRACTS OF PUBLICATIONS THAT PROPOSE STANDARDS AND GOALS FOR THE JUVENILE JUSTICE SYSTEM

Berger, R.J.; Crowley, J.E.; Gold, Martin; and Gray, J. with Arnold, M.S. *Experiment in a Juvenile Court: A Study of a Program of Volunteers Working with Juvenile Probationers.* Ann Arbor: University of Michigan, Institute of Research, 1975.

Experiment in a Juvenile Court reports on a comprehensive study of the participants in a volunteer program administered by a juvenile court in Michigan. In this volunteer program, young probationers—from 12 to 17 years of age—were referred to citizens who served as volunteer probation officers, scholastic tutors, or group counselors for the youngsters and their parents.

Although each court is unique, and findings based on the volunteer program of only one court are not strictly generalizable, the researchers believe that this rigorous study does have important implications for juvenile court programs throughout the country.

This volume presents a model of how such volunteer programs can be evaluated so that the research may serve several purposes at once: (1) to provide valid evidence of the degree to which the program under study reached its goals; (2) to evaluate the court's actual implementation of each specific aspect of the program; (3) to identify the strengths and weaknesses of the program; and (4) to contribute to basic knowledge of how juvenile delinquency is caused and may be treated.

The researchers gathered data over a one-year period from court records and from repeated interviews with volunteer workers, the probationers and juveniles, their parents, and with a randomly selected control group of delinquent youngsters who did not receive volunteer services.

The effectiveness of the program was evaluated not only in terms of official police and school records but also in terms of delinquent behavior reported by the probationers themselves during the confidential interviews. The researchers investigated whether the program was differentially effective for male and female, older and younger, and more and less delinquent youths. They also examined the way probationers' relationships with their parents aided or interfered with the rehabilitative process, and they identified some characteristics of the more effective volunteers.

The principal conclusion: "This volunteer program was not effective in reducing the self-reported delinquent behavior of its clients, their rates of police contact, or the degree to which they become more deeply enmeshed in the juvenile justice system. Indeed, each of the three kinds of volunteers programs seemed to temporarily increase delinquency by one or another criterion." A following study six months after the youngsters' probationary period ended showed that, in the long run, probationers who received volunteer services were neither more nor less delinquent than those who did not receive such services. While some approaches to volunteer service were found to be more effective than others, none proved superior to providing no volunteer service at all.

Among the recommendations:

- Courts should not coerce young probationers and their families into rehabilitative programs since coercion tends to undermine rehabilitative efforts.
- Instead of conducting their own volunteer programs, courts should *refer* young probationers to effective community programs.
- Courts should monitor the effectiveness of such community programs—without punitive consequences to youngsters or parents who don't avail themselves of the volunteer services—and advocate the establishment of such programs which do not presently exist but for which there is a need.

Corrections in South Dakota, A Master Plan. Chicago: John Howard Association, 1975. 249 pages.

This comprehensive Master Plan identifies a need for a unified corrections system in the State of South Dakota. The Master Plan provides several organizational alternatives including legislative and programmatic implications and directions.

The study includes a description of the current level of activity and state of the art of corrections in South Dakota at both the local and state level, juvenile and adult. Recommendations for improved services and alternative methods of dealing with juvenile and adult offenders are developed.

Specific legislative analysis of current codes and recommendations for updating and changes are made.

Department of Health, Education and Welfare, Office of Human Development, Office of Youth Development. *Model Acts for Family Courts and State-Local Children's Programs.* Washington, D.C.: U.S. Government Printing Office, 1974. 81 pages.

This document is a combination and revision of two previously issued documents—(1) Legislative Guide for Drafting of Family and Juvenile Courts Acts and (2) Legislative Guide for Drafting State—Local Program on Juvenile Delinquency.

The objective the publication was to develop a unified, integrated guide for legislative drafting, covering both the judicial and administrative aspects of this subject, incorporating the latest thinking by persons knowledgeable in the field related to what many persons believe to be the ultimate objective; namely, the diversion of the greatest number of juveniles from the juvenile justice system consistent with both the juvenile and/or public safety.

The suggestions contained in this document were made as a result of research and study which include a review of state laws, federal and state judicial decisions, field study of judicial and administrative practices in certain selected states, and discussions with many individuals actively engaged in the prevention and treatment of delinquency and neglect.

The document specifically provides new language and direction for handling "status" offense behaviors traditionally handled in the juvenile court.

James, Howard. *Children In Trouble: A National Scandal.* New York: David McKay Co., Inc., 1969.

This book is primarily an expose of the ill-effects of the juvenile justice system on children. It shows how the system's various components label, criminalize and brutalize many of our children. Mr. James travelled throughout the United States to collect his information and describes, by example, the positive and negative attitudes, practices and policies that he found. Unfortunately, he found more negative than positive attitudes. The last chapter of the book is unique in showing a large number of things that people, both professionals and nonprofessionals, can do to improve the treatment children in trouble.

Juvenile Detention and Alternatives in Florida. Chicago: John Howard Association, 1973. 165 pages.

This report developed for the Division of Youth Services of the Department of Health and Rehabilitation Services for the State of Florida includes descriptive data on current practices of detention throughout the State and a recommendation for policy and program changes.

Specific recommendations include the establishment of regional detention programs, 24-hour intake, detention screening criteria, and the development of specific alternatives to detention, i.e., home detention programs, volunteer shelter care programs, etc.

Included in the report is an analysis of current costs and projection of future costs for implementing alternatives and a statewide plan of action. Population projections are made for implementing the plan with concurrent cost analysis.

Sarri, Rosemary C., *Under Lock and Key: Juveniles in Jails and Detention.* Ann Arbor: National Assessment of Juvenile Corrections. University of Michigan, 1974. 85 pages.

This document represents part of a series of studies on juvenile justice completed during the National Assessment on Juvenile Corrections. It focuses on four major topics:

1. A review of contemporary practices and laws related to the detention of juveniles in adult jails and detention facilities.
2. An analysis of rates of placement of youth in jails and juvenile detention in the fifty states in 1971.
3. The report on detention facilities and services.
4. A series of recommendations and statutes, programs, and facilities to eliminate jailing juveniles and to reduce sharply the total number of juveniles held in specialized detention units.

The report describes and documents the non-uniform, vague, anachronous, and transitional local practices of jailing and detaining juveniles. Each year hundreds of thousands of children and youth are impacted by experiences in these facilities. Far reaching action recommendations are made that would affect legislation, court practices, and the physical facilities and programs.

Standards and Guides for Detention of Children and Youth. 2nd ed. New York: The National Council on Crime and Delinquency, 1961.

This publication in its original and second edition sets forth sound detention practices, points out pitfalls in the overuse of detention, and indicates important relationships between detention and other prevention and correction services. This second edition includes significant changes in clearly defining the rate of detaining, adds some new standards and an entirely new appendix entitled, "Guide to Detention Capacity Intake Control," which makes possible a self-survey of detention intake by applying sound standards.

The purpose of the book is to help probation officers and judges not only improve the quality of detention services throughout the country, but also to reduce the present alarming trend toward indiscriminate use of detention for children. It is also hoped that laymen and professionals alike will use it to help establish state-operated regional detention homes and thus rid our county juvenile courts of the shameful practice of detaining children in county jails and makeshift facilities.

The President's Commission on Law Enforcement and Administration of Justice. *The Challenge of Crime in a Free Society.* Washington, D.C.: U.S. Government Printing Office, February, 1967. 340 pages. $2.25.

This general report embodies all the major findings drawn from an examination of every facet of crime and law enforcement in America by the Commission on Law Enforcement and Administration of Justice. The Commission called three national conferences, conducted five national surveys, and held thousands of interviews and meetings.

There are more than two hundred specific recommendations that call for a "greatly increased effort on the part of the federal government, the states, counties, the cities, civic organizations, religious institutions, business groups and individual citizens." The Commission established the following seven objectives:

1. Society must first seek to prevent crime before it happens;
2. Society's aim of reducing crime would be better served if the system of criminal justice developed a far broader range of techniques to deal with the individual offenders;
3. The system of criminal justice must eliminate existing injustices;
4. The system of criminal justice must attract more and better people;
5. There must be more operational and basic research into the problems of crime and criminal administration;
6. The police, courts and correctional agencies must be given substantial amounts of money; and
7. Individual citizens, civic and business organizations, religious institutions, and all levels of government must take responsibility for planning and implementing the changes that must be made in the criminal justice system if crime is to be reduced.

This volume summarizes the findings of the Commission. Several other volumes available through the U.S. Government Printing Office examine in depth each major segment of the field of crime and law enforcement.

U.S. National Advisory Commission on Criminal Justice Standards and Goals, *Community Crime Prevention.* Washington, D.C.: U.S. Government Printing Office, 1973. 364 pages.

The greatest potential for reducing the incidence of crime in the United States lies in activities directed at preventing crime. Programs and activities directed toward removing the desire or need for an individual to commit crime or toward reducing opportunities to commit crime are discussed. Primary emphasis is placed on goals, standards, and recommendations for reducing the violent crimes of murder and non-negligent manslaughter, aggravated assault, rape, and robbery, as well as the property crime of burglary.

Citizen apathy and indifference contribute to the spread of crime, and private and public agencies outside the criminal justice system influence rises and declines in crime rates. Community crime prevention efforts include demonstrable benefits for existing institutions and agencies organized toward the achievement of other primary goals. The operations of youth service bureaus are particularly relevant to the concept of service delivery.

U.S. National Advisory Commission on Criminal Justice Standards and Goals, *Corrections*. Washington, D.C.: U.S. Government Printing Office, 1973. 636 pages.

Standards and recommendations on corrections are presented to influence reform of the criminal justice system in the United States. The interrelationships between corrections and other elements of the criminal justice system are emphasized. Included, for example, are discussions of jails, the effects of sentencing on convicted offenders, the need for judges to have continuing jurisdiction over offenders they have sentenced, and many other subjects that previously might not have been considered within the realm of correction.

The report is in four parts. Considered first is the setting for corrections, including the rights of offenders, the possibilities for diverting offenders out of correction, pre-trial release and detention, principles of sentencing, and the classification of offenders. Part II treats the need for changes in major program parts of correction. The basic principle is that large institutions should be phased out and remaining institutions used only for dangerous offenders. Programs based in the community will be the major methods of dealing with offenders. Part III covers requirements for the improvement of the correctional system as a whole and each of its components—effective organization and administration, optimum use of manpower, acquisition of a knowledge base, and an adequate statutory framework. Part IV sets forth priorities and strategies by which the Commission charts the way to making corrections an effective partner in the efforts of the criminal justice system to reduce crime and protect the community.

U.S. National Advisory Commission on Criminal Justice Standards and Goals. *Courts*. Washington, D.C.: U.S. Government Printing Office, 1973. 358 pages. $3.95.

The National Advisory Commission on Criminal Justice Standards and Goals was created in October 1971 to establish performance standards that would enhance the ability of the criminal justice system to reduce and prevent crime. The standards presented here are the Commission's substantive conclusions on the courts. One thread common to many of the standards is that the informal administrative processes affecting the flow of most criminal cases through the court system should be utilized and improved. The standards and recommendations are directed toward regularization of these processes and recognition of them as legitimate aspects of the criminal justice system.

Limited use of the full trial procedure is not only inevitable but desirable. Not all cases present issues best solved by traditional full-scale litigation, and such litigation often involves costs to the public and the defendant that are best avoided wherever possible. Emphasis should be placed on minimizing the adverse effects of discretion by structuring the processes of discretionary decision-making. It is recommended that administrative methods of disposition be retained and improved for use when both the prosecution and the defense choose them over formal litigation before a judge or jury.

Top priority should be given to speed and efficiency in determining the guilt or innocence of a defendant. Faster and more efficient criminal processing would both increase the deterrent effect of the criminal law and ease the task of rehabilitating offenders. Second priority should be accorded to upgrading performance of the prosecution and defense functions. Third priority should be given to the task of insuring the high quality of judges. Special attention should be given to court processing of juveniles and to those functions currently performed by the lower courts.

U.S. National Advisory Commission on Criminal Justice Standards and Goals. Criminal Justice System. Washington, D.C.: U.S. Government Printing Office, 1973. 286 pages. $3.35.

Standards and recommendations are presented for criminal justice planning, information systems, criminal justice education, and criminal code revision. Planning, information, education, and legislation are activities that bring together all elements of the criminal justice system. The criminal justice planning agency has emerged as essential to resource allocation. The state, regional, and local planning agencies established by the 1968 Omnibus Crime Control and Safe Streets Act are seen as core units in developing criminal justice planning capabilities below the federal level. Information systems are now in use in criminal justice, assisting decision-making by elected officials and planners as well as by police, courts, and corrections personnel. The concept of criminal justice curricula in universities and colleges is specifically endorsed. The nature and objectives of criminal code revision efforts are reviewed and standards recommending the desirable compositions and responsibilities of code revision commissions a.. proposed.

U.S. National Advisory Commission on Criminal Justice Standards and Goals. *Police*. Washington, D.C.: U.S. Government Printing Office, 1973. 668 pages. $6.65.

The research of the Task Force on Police was directed toward gathering material describing existing practices in police service. In almost every instance, the proposed standards were based upon successful models that are operational in law enforcement agencies. In only rare instances did the Task Force propose untested or unproven standards—and then only after considerable discussion of alternatives.

Organized crime is recognized as probably the single most menacing source of criminality threatening the United States today. Together, the proposed standards will help to eliminate the inefficiency, corruption, and fear that permit criminal bosses and cartels to prey upon the nation. All of the standards are interrelated and none should be viewed in isolation.

The Task Force identified seven basic objectives designed to improve service and reduce crime: (1) immediately develop and apply all available police agency, community, and other criminal justice resources to apprehend criminal offenders; (2) immediately develop and apply community resources to the reduction of crime through formal crime prevention and police support programs; (3) actively pursue criminal justice system coordination and effectiveness; (4) immediately identify specific local crime problems and set rate- reduction goals; (5) immediately develop and apply every available human resource to stop crime and apprehend offenders; (6) immediately develop and apply every available technological resource to stop crime and apprehend offenders; (7) immediately develop and apply all available resources to respond to special community needs.

The seven objectives are not offered in any order of priority. For each objective, standards were selected that would do most to make the objective a reality. The objectives and their related standards are listed in table form.

Wakin, Edward, *Children Without Justice: A Report by the National Council of Jewish Women*. New York: National Council of Jewish Women, 1975. 150 pages. $2.00.

The National Council of Jewish Women have been in the "business" of being involved with young people for many years. This book reports the results of a nation-wide survey of the juvenile justice system. The report not only describes what it found but also explains the juvenile justice system, develops guidelines for good practices, and most importantly describes what has been done *and* what could be done through the use of volunteers from the concerned citizenry. The report can be used as a guideline for community groups wishing to become involved in changing the juvenile justice system. It is the story of how the system can be changed.

SECTION 3. ABSTRACTS OF PUBLICATIONS IN THE FIELD OF VOLUNTEERISM

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JOURNALS

Crime and Delinquency
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American Bar Association. National Volunteer Parole Aide Program. *Liability in Correctional Volunteer Programs. Planning for Potential Problems.*

Bashant, Susan K. and Moffitt, Bob. *Volunteer Program Development Manual.* State of Colorado Judicial Department., January 1973.

Buckley, Marie. *Breaking Into Prison: A Guide to Voluntary Action.* Beacon Press, Boston, 1974.

Cook, Thomas J. and Scioli, Frank P. *The Effectiveness of Volunteer Programs in Courts and Corrections: An Evaluation of Policy-Related Research.* University of Illinois at Chicago, 1975.

Cressey, Donald R. and McDermott, Robert A. *Diversion from the Juvenile Justice System: A Monograph.* Law Enforcement Assistance Administration, National Institute of Law Enforcement and Criminal Justice, January 1974.

Dane County Volunteers in Probation, Inc. *Citizen Participation in the Juvenile and Adult Criminal Justice System.* Madison, May 1975.

Fare, Kenneth. "Everything You Want To Know About Volunteers in Probation: A Guide for Staff." San Diego County Probation Department.

Fautkso, Timothy F. and Scheier, Ivan H. *Volunteer Programs in Prevention and Diversion.* U.S. Department of Health, Education, and Welfare, August 1973.

Guidelines to Volunteers Services. New York State Department of Corrections.

Hennepin County Courts. *Hennepin County Court Services Volunteer Program.* Department of Court Services.

Jorgensen, James D. and Bashant, Susan K. *Volunteer Training Manual.* State of Colorado Judicial Department.

Jorgensen, James D. and Scheier, Ivan H. *Volunteer Training for Courts and Corrections.* The Scarecrow Press, Inc. New Jersey, 1973.

Leenhouts, K. *Concerned Citizens and a City Criminal Court.* 1971, Volunteers in Probation of NCCD, Michigan.

Morrison, June. "The Role of Volunteers in Correctional Education," University of Arizona, College of Business and Public Administration, August 1970.

Morrison, June. "The Use of Volunteers in Juvenile Courts in the United

States, A Survey." The University of Arizona, College of Business and Public Administration, February 1970.

National Advisory Commission on Criminal Justice Standards and Goals Community Crime Prevention Task Force. *A Call for Citizen Action: Crime Prevention and the Citizen.* Washington, D.C., April 1974.

Naylor, Harriet H. *Volunteers Today: Finding, Training and Working With Them.* New York, 1967.

Partners, Inc. *Administrative Seminar Text for Partners, Inc.* Denver, September 1972.

Pinto, Leonard J., Ph.D. "A Case Study of Volunteerism in the Juvenile Court: Programs and the Probationer," U.S. Department of Health, Education and Welfare.

Rowan, Joseph R. and Baker, John G. *Public Information and Citizen Action in the Delinquency and Crime Field—Our Greatest Need.* Florida, 1974.

Scheier, Ivan H. *Frontier 1: Incorporating Volunteers in Courts.* NICOV, Colorado 1970.

Scheier, Ivan H. *Frontier 10: The Church as Volunteer in Courts and Corrections.* NICOV, Colorado, May 1972.

Scheier, Ivan H. *Volunteer Programs in Courts—Collected Papers on Productive Programs.* U.S. Department of Health, Education and Welfare, 1969.

Scheier, Ivan H. and Berry, Judith L. *Guidelines and Standards for the Use of Volunteers in Correctional Programs.* U.S. Department of Justice, Law Enforcement Assistance Administration, August 1972.

Scheier, Ivan H. and Berry, Judith L. *Serving Youth as Volunteers.* NICOV, Colorado, February, 1972.

Scheier, Ivan H. and Cooper, Robert. *Basic Feedback System.* NICOV, Colorado, July 1975.

Scheier, Ivan H., Fautsko, Timothy F. and Callaghan, Dian. *Frontier 12: Matching Volunteers to Clients.* NICOV, Colorado 1973.

Scheier, Ivan H., Schwartz, Ira et.al. *Frontier 11: Orienting Staff to Volunteers.* NICOV, Colorado, November 1972.

Shelley, Ernest L. V. Frontier 8 and 8A: "Volunteers in the Correctional Spectrum—An Overview of Evaluation, Research and Surveys." NICOV, Colorado, November 1972.

Wilson, Marlene. *The Effective Management of Volunteer Programs.* 1975: Volunteer Management Associates (Boulder, Colorado).

Yancey, Theresa; McFeeley, Sandra; Lake, Phyllis; Scheier, Ivan. *Frontier 2: Recruiting Minority Group and Low Income People as Court Volunteers.* NICOV, Colorado, January 1971.

CRIME AND DELINQUENCY

Crime and Delinquency is a professional forum for the expression and discussion of all competent views of the administration of criminal justice.

Crime and Delinquency is published quarterly (January, April, July, October). Subscriptions are entered through the Business Office of the publisher, National Council on Crime and Delinquency, Continental Plaza, 411 Hackensack Avenue, Hackensack, New Jersey 07601, and are included in the $15 annual NCCD membership, of which $10 is for publication cost. Single copies, $4.

Articles on Volunteerism, published in *Crime and Delinquency* 1964 through 1975:

Miller, Herbert S. "The Citizen's Role in Changing the Criminal Justice System." *Crime and Delinquency,* Volume 19, (July 1973), 343-352.

Abstract: Since crime became a national political issue, Americans have been deluged with studies and reports. The money poured into the states by federal legislation for criminal justice reform has not been spent wisely, and citizen participation in decisions on allocation of these funds has been minimal. Citizens must participate at the planning level and should become involved in the system itself.

To involve citizens effectively, programs must be devised to offer volunteers an opportunity to work with offenders. This effort should focus on juveniles, minor offenders, and, especially, local jail inmates. More than any other institution, the jail presents great challenges and opportunities because of its diverse population and its location in the community.

To be effective in reforming the criminal justice system, citizens must form broad coalitions composed of a variety of community organizations. From the time planning begins, members of the criminal justice establishment must be included.

The system should be examined carefully to determine which part needs attention. Defined goals must be modest and non-threatening to the establishment; the important thing is to get citizens inside the system. Their understanding of the realities of the system, combined with contacts with actors in the system, can lead to pressures for fundamental change.

Lee, Robert J. "Volunteer Case Aide Program: A Community Responds." *Crime and Delinquency,* Volume 14, (October 1968), 331-335.

Abstract: How to involve the community in solving social problems, such as delinquency, is a source of major concern, not only locally but nationally. The answer is not as complex as some theoreticians would lead us to believe. In Eugene, Oregon, the Lane County Youth Project found that people will volunteer their services if they are asked a single question: "Will you please give the Juvenile Department a hand with a delinquent boy or girl who needs a friend?" The motivation and training of volunteer case aides assisting probation officers in handling delinquents as well as the positive values of such a program are described in detail.

Goddard, Jewel. "Volunteer Services in a Juvenile Court." *Crime and Delinquency,* Volume 13, (April 1967), 337-343.

Abstract: While more people than we imagine are looking for new opportunities to serve their communities, this volunteer resource has remained relatively untapped by most juvenile courts. This article points out why volunteers are essential to the courts and how they supplement the services of paid staff. While they must be recruited, trained and supervised by professionally trained, paid employees, volunteers provide services which paid staff cannot provide. Details are given to illustrate how volunteer services have been organized and used. Innovations and expansion in existing volunteer services are suggested and encouraged.

Larsen, Lawrence C. "New Approaches in the Juvenile Court Setting." *Crime and Delinquency,* Volume 10, (January 1964), 157-166.

Abstract: For most of us, the juvenile court has existed all our lives. Even so, most people do not understand it very well and it has never been given the tools to do its job properly. Many judges are unprepared for their tasks when they assume juvenile court responsibility; there are not enough probation officers with adequate training; and detention services often produce delinquency. Nevertheless, juvenile court maturity can be achieved if we are willing to work at it.

This article lists the ingredients of an adequate juvenile court program, discusses the current legal trends that can be discerned from an examination of legislative and court decisions, and notes the development of such new treatment approaches as intensive specialized caseloads, group work, and use of volunteers.

Rosengarten, Leonard. "Volunteer Support of Probation Services: An Experiment in the Philadelphia Juvenile Court." *Crime and Delinquency,* Volume 10, (January, 1964), 43-51.

Abstract: Teen-Aid, Inc., is a voluntary service organization dedicated to the rehabilitation of adolescent girls. It maintains close contact with the Juvenile Division of the Philadelphia County Court, which encouraged its formation. Its personnel, in a one-to-one relationship, offer the troubled girl friendship, solace, and strength, and help her to develop self-reliance, poise, and appropriate values. Volunteer women are put through an intensive training program in which they learn about the types of difficulties besetting teen-age girls and the ways in which they may be handled. Experience has shown that lay volunteers can take a more direct part in service work with juveniles—a part that need not be restricted to fund-raising or publicity.

Macpherson, David P. "Community Action for Employment of Probationers." *Crime and Delinquency,* Volume 10, (January 1964), 38-42.

Abstract: The greatest problem of the Southwest Area Office of the Los Angeles County Probation Department is probationer unemployment. About three years ago, the office, which is located in an area of high delinquency and crime, embarked on a program of interesting the community's residents and business people in forming an independent, autonomous citizen group concerned with the employment of probationers. This article describes how such a group was formed and cites some of the problems and benefits that attend a local citizen-action program of this nature.

Leenhouts, Keith J. "The Volunteer's Role in Municipal Court Probation." *Crime and Delinquency,* Volume 10, (January, 1964), 29-37.

Abstract: The Royal Oak Municipal Court, deeply concerned about its inability to rehabilitate offenders and lacking the funds to institute a probation program, appealed to the community for help. At first eight persons volunteerd to become probation counselors; as time went on some businessmen and clubs donated money. Now, three and a half years later, the court has a probation program that includes pre-sentence investigation, free psychological and psychiatric evaluations, an employment counseling service, its own chapter of Alcoholics Anonymous, a church-related program, a staff of six part-time counselors, a psychiatrist in charge of both group and individual psychotherapy, 150 volunteers who act as probationer sponsors, and financial contributors. The article details the growth of this voluntary program and shows how a community gave of itself—warmly, freely, and without thought of monetary gain—so that its court could institute and maintain an inspirational program of re-education and rehabilitation of the misdemeanant.

Horejsi, Charles R. (D.S.W.). "Training for the Direct-Service Volunteer in Probation." *Federal Probation*, XXXVII, (September, 1973) 38-41.

Abstract: *Training for the Direct-Service Volunteer in Probation.* Most direct service volunteers have neither extensive training in social and behavioral sciences nor in counseling theory, writes Dr. Charles R. Horejsi of the University of Montana Department of Social Work. Nevertheless, they need a conceptual framework which provides a "way of thinking" about their work with the probationer. The author presents a framework which utilizes the concepts of problem, motivation, capacity, and opportunity. The framework, he assures us, can be easily understood by the volunteer and is a useful training tool.

Horejsi, Charles R. (D.S.W.). "Attitude of Parents Toward Juvenile Court Volunteers." *Federal Probation*, XXXVI, (June, 1972), 13-18.

Abstract: *Attitude of Parents Toward Juvenile Court Volunteers.* Dr. Charles R. Horejsi of the University of Nebraska's Graduate School of Social Work relates how 45 parents of probationers perceived the impact of volunteers. Most of the parents had a favorable attitude toward the volunteers (who were associated with PARTNERS, a juvenile court-related program in Denver) and most thought that the volunteers had been of some help. He shows how the volunteers were helpful; reports the parents' criticisms and complaints; and offers suggestions for the management of volunteer programs.

Beless, Donald W., William S. Pilcher, and Ellen Jo Ryan. "Use of Indigenous Nonprofessionals in Probation and Parole." *Federal Probation*, XXXVI, (March 1972), 10-15.

Abstract: *Use of Indigenous Nonprofessionals in Probation and Parole.* A significant development in corrections is the use of nonprofessionals (some of them former offenders) recruited from the same social class as the population served. Value of the indigenous nonprofessional lies in the reduction of social distance and shared life experiences between correctional worker and offender. Donald W. Beless, William S. Pilcher, and Ellen Jo Ryan, Research Assistant, respectively, of the Chicago Probation Officer-Case Aid Project, report that the Project aptly demonstrated the feasibility of a paraprofessional position in U.S. Probation and Parole.

FEDERAL PROBATION

All phases of preventive and correctional activities in delinquency and crime come within the field of interest of *Federal Probation*.

The Quarterly is edited by the Probation Division of the Administrative Office of the United States Courts, Supreme Court Building, Washington, D.C., 20544. It is published by the Administrative Office in cooperation with the Bureau of Prisons of the United States Department of Justice. *Federal Probation* can be found in the Document Section of the library.

Articles on Volunteerism, published in *Federal Probation*, June, 1964 through June, 1975.

National Council of Jewish Women: Justice for Children Task Force. "Volunteers

Interact with the Juvenile Justice System" *Federal Probation,* XXXIX, (March, 1975), 39–42.

Abstract: *Volunteers Interact with the Juvenile Justice System.* The Justice for Children Task Force of the National Council of Jewish Women presents in this article some examples of programs and projects resulting from the Justice for Children survey of local criminal justice systems throughout the nation. More than 120 NCJW affiliates (sections) participated in the survey in which local volunteer committees visited courts, detention centers, and institutions and talked with lawyers, judges, probation officers as well as children and their families. They found that most professionals in the system welcomed community understanding and involvement.

Kaufman, Clementine, "Community Service Volunteers: A British Approach to Delinquency Prevention." *Federal Probation,* XXXVII, (December, 1973), 35–41.

Abstract: *Community Service Volunteers: A British Approach to Delinquency Prevention.* Clementine L. Kaufman, a coordinator of volunteer programs in Maryland, tells us about the work of Community Service Volunteers in Great Britain as it relates to the delinquency prevention area. She describes programs which send young people to work in institutions as teachers, members of group living staff or recreation staff and reports on the efforts of volunteers working in the community developing alternatives to probation or institutionalization. She also examines the success of a program which places young offenders in volunteer jobs in other institutions.

Schwartz, Ira M. "Volunteers and Professionals: A Team in the Correctional Process." *Federal Probation,* XXXV, (September, 1971); 46–50.

Abstract: *Volunteers and Professionals; A Team in the Correctional Process.* Despite the widespread acceptance and use of volunteers in corrections, Ira M. Schwartz, former director of volunteer services for the Hennepin County Department of Court Services (Minneapolis), believes the correctional field is not benefiting to the fullest extent from the contributions that can be made by the use of volunteers. With appropriate training, supervision, and program management, he asserts, volunteers can be trained to provide essentially the same services to clients as those provided by paid professional staff. He relates his experience with volunteers in his court.

Scheier, Dr. Ivan H. "The Professional and the Volunteer in Probation: An Emerging Relationship." *Federal Probation,* XXXIV, (June, 1970), 12–18.

Abstract: *The Professional and the Volunteer in Probation: An Emerging Relationship.* John Augustus, a shoemaker, was the first probation officer (1841). His services to the Boston courts were entirely on a volunteer basis as were all the earlier probation services. But probation will never again be all volunteer. Since 1960 there has been a marked trend, however, in the use of volunteers in probation in partnership with the professionally trained person. Today, more than 50,000 citizens are volunteering their services to over 1,000 court probation departments.

Dr. Ivan Scheier, director of the National Information Center on Volunteers in Courts, tells us about the volunteer movement in the United States.

Stein, Philip. "I'm Only One Person—What Can I Do?" *Federal Probation,* XXXIV, (June, 1970), 7-11.

Abstract: "I'm Only One Person—What Can I Do?" A full mobilization of community resources is absolutely necessary to score major victories against crime and delinquency, writes Philip Stein, supervising deputy probation officer for Los Angeles County. The citizenry must understand, he emphasizes, that we in the correctional field need their help. He insists that the professionals in corrections must provide the answers by showing the citizenry what they can do to help stem the rising tide of delinquency and crime.

Leenhouts, Keith J. "Royal Oak's Experience With Professionals and Volunteers in Probation." *Federal Probation,* XXXIV, (December, 1970), 45-51.

Abstract: *Royal Oak's Experience With Professionals and Volunteers in Probation.* Since 1960 the use of volunteers, particularly in juvenile and adult misdemeanant courts, has grown dramatically. It is estimated that as many as 1,000 courts today are utilizing the concept of direct citizen participation in rehabilitative services. Judge Keith J. Leenhouts, a pioneer in the volunteer movement, delineates for us the experience of the Royal Oak (Michigan) Municipal Court in the use of volunteers who work in cooperation with the professionally trained probation officer. He cites some of the pitfalls to guard against and offers guidelines on how to establish and operate a volunteer court program.

Unkovic, Dr. Charles E., and Jean Reiman Davis. "Volunteers in Probation and Parole," *Federal Probation,* XXXIII,(December, 1969) 41-45.

Abstract: *Volunteers in Probation and Parole.* An estimated 300 cities are now using volunteers in some capacity with court programs, report Dr. Charles E. Unkovic and Jean Reiman Davis, both volunteers in Florida's Community Services program which was established by enabling legislation in January 1968. As of September 23 there were 2,137 volunteers registered with the program. The authors describe the State's recruiting and training program, the various services rendered by volunteers, and assess the program's efforts to date.

Case, Warden John D. "Citizen Participation: An Experiment in Prison- Community Relations." *Federal Probation,* XXX, (December, 1966), 18-24.

Abstract: *Citizen Participation: An Experiment in Prison-Community Relations.* Warden John D. Case of the Bucks County Prison at Doylestown, Pennsylvania, writes the second of his three-article series on jail administration. He emphasizes the need for citizen participation in a jail or penitentiary program and demonstrates how a community can play a significant role in a jail's efforts to improve inmate morale and provide incentives for changes in attitudes and behavior.

BOOKS, MANUALS AND REPORTS

American Bar Association. National Volunteer Parole Aide Program. *Liability in Correctional Volunteer Programs. Planning for Potential Problems,* 1975.

Abstract: The purpose of this work is to present basic information for use by state agencies and volunteer organizations in understanding the legal implications of their participation in the correctional system.

The following is an example of the information provided by this book:

"Torts" are explained to be civil, as opposed to criminal, legal wrongs which bring about liability. Liability, in turn, leads to award of damages. The money publication goes on to explain tort liability of state agencies, states and volunteers acting as agents of states. Not all liability situations lead to law suits. Law suits are avoided in some states because Workmen's Compensation coverage has been extended to include volunteers serving in an organized volunteer program.

"The diversity of relevant state law is so great that there can be no single definitive work which will have general applicability to the national scene. Instead, we have presented very basic concepts and indicated means by which they have been applied in selected jurisdictions. By using the text as a basis, readers can turn to the charts in the appendices to locate their respective state's laws and legal doctrines. Because of state-by-state diversity, the appendices should be viewed as an integral part of this monograph and essential reference component for all who seek to inform themselves of potential liability situations confronting volunteer programs with which they may be associated.

"In the event of involvement in a legal claim or lawsuit, however, the guidance of an attorney is essential for local correctional agencies, their personnel and volunteers."*

*From the foreword by Joseph W. Mullen, Jr., Chairman, National Management Committee Volunteer Parole Aide Program June, 1975. Available through: National Volunteer Parole Aide Program, Commission on Correctional Facilities and Services, 1800 M Street, N.W., Washington, D.C. 20036.

Bashant, Susan K. and Moffitt, Bob. *Volunteer Program Development Manual.* State of Colorado Judicial Department, 323 State Capitol, Denver, Colorado 80302. January 1973, approximately 100 pages.

Abstract: The publication is a how-to manual for the volunteer court program administrator or director. Both models for adaptation and examples of tried methods provide the volunteer program director in courts or corrections with general guidelines, strategies, and suggestions in the development, administration and management of volunteer programs.

The manual is divided into six main subject areas: (1) proposal development, (2) program support, (3) establishing a program, (4) volunteer support, (5) record keeping and evaluation, and (6) continuing concerns. A good informative appendix which includes examples of volunteer job descriptions, sample press releases, and a section listing resources is also extremely helpful to the reader.

The publication is a most comprehensive effort in presenting a much needed how-to basics for the volunteer program administrator. Although nearly three years old and in need of updating, the manual gives the reader a clear step-by- step exemplary methodology of administrating a volunteer program in a court or correctional setting.

The Program Development Manual is a must for any court or correctional program which is setting up a volunteer program. It is a looseleaf, ringed notebook which allows the administrator to add or delete materials and develop the manual as a personalized program.

Available through: State Volunteer Services Coordinator, Colorado Judicial Department, 323 State Capitol, Denver, Colorado 80203.

Buckley, Marie, *Breaking Into Prison: A Guide to Voluntary Action.* Beacon Press, Boston, 1974, 194 pages.

Abstract: The purpose of this book is to provide an overview of what the volunteer can expect to find inside a prison, with practical advice of initiating direct action improvements on prison life. Ms. Buckley discusses the personal and institutional conditions of the adult male, female, and juvenile inmate in an honest and straightforward manner. She includes a lesson on how to avoid being conned by offenders and a very realistic description of the qualifications of the prison volunteer. Specific, applicable instructions are given on how to start useful volunteer programs in prisons that do not provide organized activities for inmates, and viable alternatives to children's prisons are suggested. For volunteers who work outside the prison, she describes particular tasks in probation offices and "court watching," an activity which has led to increased fairness in the criminal justice process. The book provides practical, readable information for anyone who is considering volunteering in prisons, and for those who wish to improve institutional conditions.

Available through: Beacon Press, Boston, Massachusetts or Saunders of Toronto, Ltd., Canada, $7.95.

Cook, Thomas J. and Scioli, Frank P. *The Effectiveness of Volunteer Programs in Courts and Corrections: An Evaluation of Policy-Related Research.* University of Illinois at Chicago Circle, Chicago, Illinois, April 1975.

Abstract: "The purpose of this project was to evaluate research on the effectiveness of volunteer programs in the area of courts and corrections. Approximately 250 research reports were initially collected and from this collection a group of 43 reports were found to be usable for purposes of the project.

"Each of the usable reports was evaluated in terms of five main considerations: the specificity of the program structure; the measurement procedures employed; the internal and external validity of the research design; the appropriateness of the data analysis procedure; and the policy utility of the report's finding for volunteer programming. The components of the evaluation plan were applied to a specific set of research issues: volunteer recruitment, screening, matching, orientation and training, and the impact of the volunteer program on client behavior.

"A primary finding is that there is a lack of empirical and valid research which consistently demonstrates that volunteer programs are more effective than other (e.g., regular probation) program alternatives. Several recommendations for future evaluative research are included in the report such as the need for the development of a uniform set of performance criteria and data on the cost effectiveness of volunteer programs. Also, there is a need for detailed guidelines relevant to program design, implementation, and administration. This report concludes with a recommended approach for evaluating a volunteer program."

Available through: University of Illinois at Chicago Circle, Department of Political Science, Box 4348, Chicago, Illinois 60680.

Cressey, Donald R. and McDermott, Robert A. *Diversion from the Juvenile Justice System: A Monograph.* Law Enforcement Assistance Administration, National Institute of Law Enforcement and Criminal Justice, January 1974, 36 pages.

Abstract: This monograph presents a profile of juvenile diversion processes in one (anonymous) state, derived from a preliminary inquiry into how diversion seems to work. Background and the definition of juvenile diversion are discussed, followed by a detailed account of different kinds of intake procedures for children involved in the juvenile justice system. Thoughtful criticism and alternatives are directed toward the tendency to view only predelinquent children as being "worth" counseling and diversion. The selection of diversion cases on the basis of offense is examined carefully. Throughout, the relationship of the intake officer and the diversion unit staff is taken into account. Although this publication does not deal directly with volunteers, the ideas and models (e.g., a Youth Service Bureau which has had particular success) can be applied to any juvenile diversion program which has volunteers working within it. Generally, this monograph is valuable because it presents a clear picture of the problems and attributes of several juvenile diversion programs, and it offers the reader a reevaluation of the role of juvenile justice.

Available through: Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402.

Dane County Volunteers in Probation, Inc. *Citizen Participation in the Juvenile and Adult Criminal Justice System.* Madison: Volunteers in Probation, Inc., May, 1975, 36 pages.

Abstract: Although designed as an orientation manual for volunteers in Dane County Volunteers in Probation program, the scope and depth of the information presented would also be useful to professionals in the field of corrections and to others in related areas of human services. The content is extremely clear, comprehensive, and well-organized. Volunteerism is examined in terms of motivations, job descriptions, and various roles along with a history of the VIP program in Wisconsin and nationally. The criminal justice system is explained including the place of corrections in that system.

Departmental organization is examined at the state level with organizational flow charts to help clarify relationships, and complete descriptions of all the division functions and responsibilities.

Next, the Division of Corrections is given special attention with outlines of the services of each of the five bureaus, and a listing of the names, locations, and functions of all the facilities under that Division. The Bureau of Probation and Parole is examined next in terms of responsibilities, philosophy and treatment services. A flow chart including position title and names of staff is presented for the District Office to which the volunteers in the Dane County Program will directly relate.

Extensive examination of the Department of Social Services, the Police Department and the County Jail is also provided and the relationship of these agencies to the various referral processes, the types of alternative services available and the court processes provide the volunteer with a clear picture of the systems and situations which will affect the probationer or parolee.

A listing of the other various community resources available under service categories is also included, as well as a complete list of the names and phone numbers o the local probation and parole staff and the VIP Baord members and staff.

Guidelines on some of the most vital "How To Do It" issues involved in establishing a productive helping relationship are presented and also hints on effective counseling strategies and how to avoid and/or handle potential problem situations.

Finally, an extensive glossary of legal terms and definitions is provided to assist the volunteer in understanding the jargon of this new system.

This manual represents an impressive compilation of information on programs, resources, organizational structure and volunteerism and could serve as a model for orientation materials for volunteers and staff alike.

Available through: Volunteers in Probation, Inc. 315 West Gorham Street, Madison, Wisconsin 53703.

Fare, Kenneth, "Everything You Want to Know About Volunteers in Probation: A Guide for Staff." San Diego County Probation Department, P.O. Box 23096, San Diego, California 92123, 10 pages.

Abstract: Designed as a guidebook for orienting staff to volunteers, the content provides a concrete and comprehensive coverage of the basics of volunteer programming and administration. The most commonly asked questions about issues of implementation, management and effective, appropriate use of volunteers in the probation field are the focus of this publication.

The Volunteers in Probation program is explained in terms of philosophy, functions, and services. Staff/Volunteer relationships are explored in terms of roles, responsibilities, expectations and potential problems and benefits. Volunteer status, relationships to the agency, procedural issues and program administration are also discussed in detail.

The question/answer format allows much information to be covered in an organized and easily assimilated manner.

Although its primary purpose is to integrate staff to volunteers, this manual has multi-functional potential for training, education and public relations purposes.

Available through: Mr. Kenneth F. Fare, Chief Probation Officer, San Diego County Probation Department, San Diego, California.

Fautsko, Timothy F. and Scheier, Ivan. *Volunteer Programs in Prevention and Diversion*. U.S. Department of Health, Education, and Welfare Office of Human Development, Office of Youth Development, August 1973. (Presently being updated). 53 pages.

Abstract: Volunteer programs within the criminal justice system are widely established today. There is strong evidence that well-run programs are effective in reducing recidivism, institutionalization rates and parole failure rates. They are effective in prevention from within the system. It is the purpose of this book to describe such prevention programs and their use of volunteers as a set of models in this rapidly developing field.

Not only does the content of the book examine the concepts and objectives of prevention programming and the methodology of the study, it also presents selected abstracts of model programs as well as current trends and recommendations for the future. Also contained within the publication are (1) addresses of all participants in the study, (2) resource organizations that support preventive programming and (3) an annotated bibliography of books and publications on the subject.

The conclusions in the book are drawn largely from the study of 88 program abstracts from the field. Generally, it categorizes responses in the areas of (1) geographical and population variables, (2) number of volunteers, (3) age of programs, organizational basis and evaluation design used and finally, (4) what volunteers are doing in prevention/diversion.

"Volunteer Programs in Prevention and Diversion" can be used as a handy program guidebook/directory and locator for model volunteer program projects in the country. In its second printing the book also serves as a useful resource for the professional for the development of volunteer programs specified in the areas of prevention of juvenile delinquency and the diversion of children from the juvenile justice system.

Available through: Publications Department, National Information Center on Volunteerism, Box 4179, Boulder, Colorado 80302. ($2.50)

Guidelines to Volunteer Services. New York State Department of Corrections, State Office Building Campus, Albany, New York, 51 pages.

Abstract: This is a general orientation manual for adult criminal justice volunteer programs produced for the New York state system. Although three out of nine chapters deal specifically with the New York State Correctional System, helpful guidelines for staff, volunteers, inmates, and parolees are provided. It includes an analysis of the needs of the offender and the range of volunteer service opportunities available. The primary emphasis is on prison volunteering, although there is some discussion of parolee/volunteer work. A special section deals with the inmates as volunteer, and the benefits of the ex-offender as volunteer are described. A glossary of correction terms and inmate jargon are included.

Hennepin County Courts. *Hennepin County Court Services Volunteer Program.* Department of Court Services, 22 Courthouse, Minneapolis, Minnesota 55415, 37 pages.

Abstract: This publication is designed as an orientation manual for volunteers entering into service in the Hennepin County Court System. It is to function as supplemental resource materials to be used in conjunction with training sessions and consultation.

The range of professional services provided through the court system are outlined and the volunteers' relationship and potential contributions to this system are examined. Selection, assignment and alternative roles of volunteers as well as descriptions of the various types of clients to whom the volunteer may be relating are presented. The components of the "helping relationship" such as individualization, acceptance, attitudes, self-determination and confidentiality are discussed along with methods of establishing and maintaining this type of interaction. Trust and mutual respect are identified as particularly important.

A historical perspective of the probation system, its goals, objectives, and philosophies is explored, with explanations and flow charts of both the adult and juvenile service systems. An annotated bibliography of supplemental reading completes the manual.

In addition to providing useful resource information, this guidebook attempts to integrate the volunteer into the court setting and to demonstrate the importance and worth of volunteerism to the clients and the criminal justice system.

Available through: The Department of Court Services Volunteer Program, 22 Courthouse, Minneapolis, Minnesota 55415.

Jorgensen, James D. and Bashant, Susan K. *Volunteer Training Manual.* State of Colorado Judicial Department, Denver, Colorado, 100 pages.

Abstract: This book is a manual for use by the trainer of court volunteers.

Through use of this manual, the training potential of court personnel can be developed and thus increase the effectiveness of court volunteer programs.

This manual has four major sections: knowledge, attitudes, skills, and training resources. Knowledge areas include law, the court, probation problems of crime and delinquency, deviant behavior counseling, and community resources. The attitude section focuses on group discussion, while the skills section addresses written and oral communications. Training sites, trainers, materials, content, training aids; and training program evaluation are covered in the training resources section. Resource material on all the above topics are provided in the appendix.

The book concludes that one of the major obstacles to achieving maximum citizen participation in probation is lack of volunteer training. Volunteer training provides an opportunity for better selection of volunteers, prepares volunteers by presenting the reality of the problems the court is facing, and prepares volunteers for the task they are to perform.

Available through: Publications Department, National Information Center on Volunteerism, Box 4179, Boulder, Colorado 80302 ($6.50)

Jorgensen, James D. and Scheier, Ivan H. *Volunteer Training for Courts and Corrections.* The Scarecrow Press, Inc. Metuchen, New Jersey, 1973, 385 pages.

Abstract: The rapidly expanding movement of citizen participation in criminal justice has created a need for a book dealing with the orientation and training of volunteers for this important service. *Volunteer Training for Courts and Corrections* by Jorgensen and Scheier fills the need.

Written primarily with criminal justice system and prevention programs in mind, the book is definitely adaptable to the needs of trainers of volunteers in any human service agency, e.g., public assistance and mental health.

This book provides professional probation, parole and correctional personnel with a practical "how to" reference in preparing the volunteer for helping roles with the offender. It assists the correctional practitioner in planning content for orientation and in-service training and also presents concrete proposals regarding training techniques and methods.

The authors discuss training as it relates to the basic knowledge that must be provided to the volunteer, the attitudes that must be addressed in training, as well as the skills that must be developed. These areas are then expanded within the dimensions of pre-service and in-service training. The advantages of various training methods are reviewed, and descriptions of training models are presented.

Available through: Publications Department, National Information Center on Volunteerism, Box 4179, Boulder, Colorado 80302. ($11.00)

Leenhouts, K. *Concerned Citizens and a City Criminal Court,* 1971. Volunteers in Probation of NCCD. 200 Washington Square Plaza, Royal Oak, Michigan 48067, 53 pages.

Abstract: *Concerned Citizens and a City Criminal Court* is a descriptive narrative presenting a model of one community's involvement as volunteer citizens serving in one-to-one, professional and service volunteers' roles with misdemeanants.

The paper-publication is broken down into four sections describing: (1) the study of the project, (2) the project's historical development, (3) the roles volunteers can fill along with volunteer job descriptions, and (4) case studies and resources for program development.

The publication presents as a model the initiating of a volunteer in court program. Although dated, the report gives comprehensive coverage to the use of volunteers and the roles the community and citizenry play in working with misdemeanants.

The applications are two-fold: (1) for the volunteer administrator as a guide or model for developing a program and (2) for the court administrator or public officials and planners documenting the use of volunteers and their value in a court program.

Available through: Project Misdemeanant Foundation, Inc., 200 Washington Square Plaza, Royal Oak, Michigan.

Morrison, June. "The Role of Volunteers in Correctional Education." University of Arizona College of Business and Public Administration, August 1970, 18 pages.

Abstract: The purpose of the study was to determine the extent and type of image of volunteers in both juvenile and adult correctional institutions.

Questionnaires were sent to juvenile institutions throughout the country. The study surveyed such areas as distance from metropolitan area, size of staff, type of volunteer activity and screening methods. Overwhelmingly, the type of service volunteers performed was in the area of recreation. Academic education was another important area of service. Most juvenile institutions not using volunteers were planning to use them at some stage. The same questionnaire was sent to adult institutions.

The study has a clear and simple methodology and research design. However, more detail could have been expected in the focal area of the study, e.g., style and type of volunteer activity.

Taken in concert with a number of other pieces of similar research this study would help to fill in some of the gaps in the body of knowledge on the volunteer in corrections.

Available through: The University of Arizona, College of Business and Public Administration, Tempe, Arizona.

Morrison, June. "The Use of Volunteers in Juvenile Courts in the United States, A Survey." The University of Arizona College of Business and Public Administration Division of Economic and Business Research, February 1970, 26 pages.

Abstract: The study was primarily undertaken to determine (1) who the volunteers were, (2) where they were working and (3) what jobs in juvenile justice in the United States volunteers held.

Questionnaires were sent to over 1,500 juvenile courts in all 50 states. Because some of the counties reported on a regional or combined basis, it was impossible to determine the exact number of direct agency contacts made.

Throughout the study pockets of volunteer involvement were identified. The proportion of agencies using volunteers decreased as the size of the population served increased. The services rendered by volunteers are varied and ranged from crafts to counseling work. Many of the respondent agencies did not have a regular volunteer program. Finally, the average number of hours volunteers worked was between six to 10 hours per week.

The study can be used as a descriptive index by volunteer program directors to determine and to identify volunteer roles. The report provides one of the first examinations of volunteer program activity in the juvenile courts throughout the United States.

Available through: The University of Arizona, College of Business and Public Administration, Division of Economic and Business Research, Tempe, Arizona,

National Advisory Commission on Criminal Justice Standards and Goals, Community Crime Prevention Task Force. *A Call for Citizen Action: Crime Prevention and the Citizen.* Washington, D.C., U.S. Government Printing Office, April 1974, 51 pages.

Abstract: Selections of the complete task force report are included which focus on the community as a partner in the crime prevention effort. Emphasis is placed on citizen responsibiliities and potential contributions toward crime prevention. The need for citizen involvement in this area is outlined along with various levels of action alternatives. Methods for citizens to relate to the criminal justice system are discussed.

Organizing citizen action programs is explored in terms of structure, goal formulation, motivation, priority setting, recruitment, training, financing, sustaining momentum and evaluation results. Three case studies are presented as alternative models for establishing a viable organization.

Citizen action programs currently in operation throughout the country are examined in the appendix under project type headings. Complete descriptions of the organizations, various activities, and methods are provided. Citizen participation is viewed as a necessary and functional method of producing constructive change. The guidelines and illustrations presented provide a substantial framework for the organization of virtually any type of citizen program relating to the criminal justice system. Currently functioning activities in various stages of development could also profit from reexamining their projects through those perspectives, and new strategies might be developed during this process.

Available through: Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402.

Naylor, Harriet H. *Volunteers Today: Finding, Training and Working With Them.* New York: Association Press, 1967, 198 pages.

Abstract: A basic "how-to" book for administrators, board members, and supervisors who wish to increase volunteer effectiveness and satisfaction. The author explores new forms of volunteer participation, examines volunteer motivation, and offers procedures for recruiting, placing, orienting, and supervising volunteers. Techniques for developing training sessions and basic personnel administration methods are included. An overriding assumption throughout the book is that volunteers are unique, valuable people, willing and able to assume responsibility and eager for growth-producing experiences. *Volunteers Today* is an excellent reference tool for leaders in any area of volunteerism.

Available through: P.O. Box 363, Dryden, New York 13053. ($3.95)

Partners, Inc. *Administrative Seminar Text for Partners, Inc.* Denver, Colorado, September 1972 (loose-leaf notebook format, approximately 300 pages).

Abstract: The Partners, Inc. "Administrative Seminar Text" (AST) has been designed as a source of ideas for the volunteer program practitioner in the field.

The AST Manual is used as a training guidebook in the area of volunteer program development. Each chapter covers a specific programmatic consideration, such as counseling, volunteer support, and staff policies. The chapters are distinctly divided into three sections: (1) content and narratives, (2) description of samples, and (3) samples themselves.

In practical application, the Partners, Inc. AST Manual is invaluable in the development of volunteer programs in prevention/diversion.

Available through: Partners, Inc., 1260 West Bayaud, Denver, Colorado 80223. ($30.00)

Pinto, Leonard J., Ph.D. "A Case Study of Volunteerism in the Juvenile Court: Programs and the Probationer." U.S. Department of Health, Education and Welfare. Office of Juvenile Delinquency and Youth Development, 123 pages.

Abstract: This is a technical research paper on the relationship between volunteer-manned programs and probationer experience in Boulder, Colorado Juvenile Court.

Assignment of youngsters to probation programs is explained with mainly positive results. Differential perception of staff members, volunteers, and the probationary experience of program and non-program youngsters are analyzed.

The paper looks at the many aspects of volunteer program involvement. Throughout the text, comparisons and statistical analyses are made between Boulder county youth on probation and other delinquent youth, and between volunteer program and non-volunteer programs. Many aspects of involvement are studied.

Data presented in this report suggests that while there may have been an increased surveillance of youngsters by law enforcement agencies, the number of arrests during the comparison period remains about the same. When various types of volunteer programs were compared, it was clear that volunteer programs were effective in reducing arrests from pre-probation levels and that tutor and group discussion programs were least successful.

As a resource for program development, the research report can be utilized directly in the goal development and objective setting process for most any court-related volunteer program.

Available through: U.S. Department of Health, Education and Welfare, Social and Rehabilitation Service, Office of Juvenile Delinquency and Youth Development, Washington, D.C.

Rowan, Joseph R. and John G. Baker. *Public Information and Citizen Action in the Delinquency and Crime Field—Our Greatest Need.* Division of Youth Services, Florida Department of Health and Rehabilitative Services, 1974, 10 pages.

Abstract: Designed as a guide for professional staff on methods of obtaining public support and understanding for correction programs, this booklet highlights the importance of establishing a thorough and on-going public relations effort at every level of an organizational structure.

A better-informed public will lead to increased understanding of program goals, functions and handicaps. It is the responsibility of the professional to provide information to the public. This effort will lead to positive results such as increased citizen awareness, involvement, and action to the benefit of the agency.

Honesty regarding failures, program needs, goals and limitations, as well as successes, is a critical element. Slanting, omitting information, and covering up information will ultimately have disastrous consequences.

The various targets of a public relations campaign are identified and strategies for reaching these groups are presented. The general public as well as special groups and key community people can be reached in other ways than simply through the mass media. Personal contacts, the formation of citizen advisory groups, volunteer programs, and student internships are all potential sources of public involvement and support. Outreach activities and advising the media of newsworthy events are also important strategies. The role of the employee in the public relations effort is examined and the importance of good morale and well-informed staff are emphasized. Effective appeals, methods of dealing with negative arguments, and tips on presenting information positively are also given.

The importance of public relations is further enhanced through illustrations of actual situations where positive results are achieved through good public relations, and negative results through the lack of such a program.

The author suggests that public relations must be considered an integral and indispensible part of organizational operations and deserves priority consideration in terms of staffing, budget, and time. This booklet contains a wealth of practical information and tactics which could be useful to any social service agency.

Available through: Division of Youth Services, Florida Department of Health and Rehabilitative Services, 1317 Winewood Boulevard, Tallahassee, Florida 32301.

Scheier, Ivan H. *Frontier 1: Incorporating Volunteers in Courts.* NICOV, Boulder, Colorado, 1970, 28 pages.

Abstract: Many volunteer programs in court settings are suffering from a lack of sufficiently trained leadership and from administrative structures which are not geared toward the support and integration of volunteer programming. These two qualities must be present to implement a volunteer program successfully and productively. Token volunteer programs which inadequately meet community needs often result from a lack of technical expertise and/or the necessary structural components. The necessity of dealing with the problems of leadership and management is the theme of this paper.

Two models of volunteer management are presented. The Auxiliary Model suggests that the leadership/management function of the volunteer program be delegated to a system separate from the court, while the Integration Model there is essentially no delegation of these functions. The variables of time, skill, program control, morale, community involvement, goal clarity and specific program needs are examined in relation to the alternative models.

Volunteer preparation, casework supervision, and administrative activities are three main components of volunteer program management which are identified and explored. The issue of obtaining maximum benefits from both staff and volunteer time is examined through various strategies for maximizing time efficiency.

Structural suggestions to facilitate communication flow are presented as well as an outline of four professional roles which relate to volunteer programming in the courts.

Dr. Scheier concludes that volunteer programs deserve and require professional leadership and preparation for the new roles and relationships created by volunteer programming.

Available through: Publications Department, National Information Center on Volunteerism, Box 4179, Boulder, Colorado 80302. ($2.00)

Scheier, Ivan H. *Frontier 13: People Approach Systems of Volunteer Involvement:* NOAH and MINIMAX. NICOV, Boulder, Colorado, 1974, 25 pages.

Abstract: The purpose of Frontier 13 is to explore non-traditional and informal ways of volunteering service and receiving help.

Called the "people approach," this particular paper investigated two innovative approaches to volunteerism. Both approaches share a common element. They attempt to move away from the accepted models of volunteerism into an area where the differences between helper and helpee are minimized. The first approach is called NOAH (Need Overlap Analysis in the Helping services). The process involves communication, negotiation and reality testing between volunteers, staff, and consumers. The model is healthy in itself and produces effective job descriptions for volunteers. The second, probably the most radical, is billed MINIMAX. Basically, it involves sharing skills and needs in a non-institutional and informal way. A useful MINIMAX simulation game has been developed and included in the paper. This article describes innovative and exciting new concepts in volunteerism that are sure to be read and adopted by many groups and communities seeking to develop non-institutional helping models.

Available through: Publications Department, National Information Center on Volunteerism, Box 4179, Boulder, Colorado 80302. ($2.00)

Scheier, Ivan H. *Frontier 10: The Church as Volunteer in Courts and Corrections.* NICOV, Boulder, Colorado, May 1972, 9 pages.

Abstract: This publication raises the issue of church involvement in the criminal justice system. The paper points out that change in the criminal justice system is long overdue. In the past, churches have spoken out about the need for change and have acted on this need. This paper suggests that it is time for the churches to speak and act again. The paper provides guidelines for individual and collective participation in an effort to bring about change. Examples and resources are cited for religious volunteer involvement in the criminal justice system as individual group counseling programs, volunteers in probation and parole programs and job placement programs. In addition, there is a listing of national church groups interested in the criminal justice system.

The paper offers the opinion that instead of buying the services associated with legal justice through taxes, citizens should provide them by their own direct contributions of time, talen, and effort.

This work would be most useful to a person interested in the churches' role in effecting positive change in the criminal justice system. Ideas for church involvement and contact people in the religious community are both available in this publication.

Available through: Publications Department, National Information Center on Volunteerism, Box 4179, Boulder, Colorado 80302. ($1.00)

Scheier, Ivan H. *Volunteer Programs in Courts—Collected Papers on Productive Programs.* U.S. Department of Health, Education and Welfare. Office of Juvenile Delinquency and Youth Development, 1969, 268 pages.

Abstract: "This publication is designed to provide court systems with a manual that presents collected papers detailing major program areas in utilizing volunteers. It is a companion piece to the volume entitled, 'Using Volunteers in Court Settings,' that comprises a 'how-to-do-it' manual on utilizing volunteers. Together these two volumes provide our court systems with very important information concerning the establishment and operation of volunteer probation programs." (Foreword by Ralph H. Susman, *Volunteer Programs in Courts*.)

This publication contains a full report on the 1967 Boulder Conference of Volunteer Courts, including comments from court professionals, volunteers and probationers on such subjects as recruiting, screening, orienting and managing volunteers. This publication also examines court and community conditions which will help to start and operate a volunteer probation officer program. Other topics included are volunteer tutors in court probation programs the role of the volunteer in community group homes and individual foster homes for delinquent youth, and volunteers as discussion group leaders for juvenile probationers. In addition, a reference list on the volunteer in corrections is provided.

Among the conclusions drawn in this publication are: that volunteer probation officer programs using community volunteers and programs using college student volunteers are most successful when used in combination; that in establishing a community group home for juvenile delinquents, the court must take the responsibility for providing community education and leadership. Good utilization of volunteers by the court can establish a partnership between the court and the community that allows the court to operate progressive and innovative programs.

This publication is useful as an overview of various methods for involvement of volunteers in the juvenile justice system. It also provides sufficient in-depth information on volunteer probation officer programs and community group homes to function as a how-to manual.

Available through: Publications Department, National Information Center on Volunteerism, Box 4179, Boulder, Colorado 80302. ($2.00)

Scheier, Ivan H. and Berry, Judith L. *Guidelines and Standards for the Use of Volunteers in Correctional Programs.* U.S. Department of Justice, Law Enforcement Assistance Administration, August, 1972, 296 pages.

Abstract: This book is based on a national survey of correctional volunteer programs conducted in 1971. It is a practical field guide for volunteer programs, from the planning stages through all phases of implementation. Although the manual is designed for criminal justice volunteer programs, the guidelines are appropriate and even essential for developing on-going volunteer programs in all fields. Every stage is dealt with in detail, including planning; orienting staff to volunteers; recruiting, screening and training; matching; motivation; public relations; record keeping; and funding. Also included is a selection of a range of model programs which the reader may apply and adapt to his/her own situation. This book is not a theoretical discourse on volunteerism; it is a concise, practical manual which can be consulted at every step in volunteer program development.

Available through: Publications Department, National Information Center on Volunteerism, Box 4179, Boulder, Colorado 80302. ($2.00)

Scheier, Ivan H. and Berry, Judith L. *Serving Youth as Volunteers.* NICOV, Boulder, Colorado, February 1972, 36 pages.

Abstract: The purpose of this booklet is to provide background and skills which will facilitate a connection between volunteers and young people on how to get involved as a volunteer with a juvenile court or other youth-serving agency, and a detailed description of the range of jobs volunteers can fill when working with youth. The roles and responsibilities of the juvenile court or agency are described, along with a concise overview of such volunteer management principles as recruiting (including lower income and "speciality" volunteers), screening, selection, orientation, and training. *Serving Youth as Volunteers* concludes that tremendous volunteer resources are available—the problem is to find a significant way to connect these volunteers with young people.

Available through: Publications Department, National Information Center on Volunteerism, Box 4179, Boulder, Colorado 80302 ($2.00)

Scheier, Ivan H. and Cooper, Robert. *Basic Feedback System.* NICOV, Boulder, Colorado, July 1975, 21 pages.

Abstract: The publication provides the volunteer program director with an evaluative feedback mechanism to assess the quality of volunteer programs from the perspective of programmatic operational effectiveness. The BFS system has been developed as a low-cost self (internally) administered feedback mechanism, to meet the need for low-cost evaluation expressed by the field of volunteerism.

The publication includes a rationale and explanation of the system, scorecards for administering the system (volunteer administrator, volunteer, client, top administration and line staff), as well as national norms and standards for interpreting the BFS results.

While not a strict evaluation in the sense of fullfilling research tests for reliability and validity, the BFS does provide an efficient tool for a low-cost, small-time investment for assessing the quality of a volunteer program. The BFS system is a successful first attempt at a prescriptive package on self-evaluation for volunteer programs.

One of the main assets of the BFS methodology is its three-fold applicability: (1) as an internal self-evaluative tool, (2) as a tool for discussion to be used by the volunteer administrator to locate weak links in the program, and (3) as a methodology for an outside evaluator to use in conjunction with other evaluative instruments. The BFS is a tool to be used to meet local needs as well as a benchmark to assess the local program on a national scale.

Available through: Publications Department, National Information Center on Volunteerism, Box 4179, Boulder, Colorado 80302. ($2.00)

Scheier, Ivan H., Fautsko, Timothy F. and Callaghan, Dian. *Frontier 12: Matching Volunteers to Clients,* 1973, NICOV, Boulder, Colorado 80302, 78 pages.

Abstract: The report is the result of a 15-month research project involving 162 pairs of volunteers and clients studied over eight-months. Funded by the State of Colorado's Division of Criminal Justice, the project was designed and conducted to strengthen and regularize volunteer program directors' intuitive procedures for matching volunteers and clients in the criminal justice system. Its purpose was not to replace the intuitive techniques of matching, but rather, as stated in the report, "to supplement them."

The report specifically states the project's goals and rationale and presents a concise review of existing research on the subject of matching. Much attention is devoted to the strategies, methodologies, and data analysis findings of the research. The most significant part of the project deals with the recommended "how-to-do-it" aids to matching and the accompanying suggestions for future planning.

According to the criteria for success, defined in the report, the strongest statistical indicators for success are: (1) volunteers' preference for bright colors, and (2) volunteer and client of the same sex. Moderately strong indicators are: (1) the volunteers' and clients' absolute difference in tested levels of sensitivity and (2) the volunteer who was handicapped. Each of the indicators, as stated in the report, is designed only to serve as a supplement to the volunteer director's own intuitive process.

Any director of volunteer programs can easily use the report as a guideline to augment their own existing procedures for matching. Various success indices presented in the report can be utilized to determine the best individualized method for matching volunteers to clients.

Available through: Publications Department, National Information Center on Volunteerism, Box 4179, Boulder, Colorado 80302. ($4.00)

Scheier, Ivan H., Schwartz, Ira M. et. al. *Frontier 11: Orienting Staff to Volunteers.* NICOV, Boulder, Colorado, November 1972.

Abstract: The publication presents strategy formulations for the volunteer administrator on dealing effectively with the number one problem facing volunteer and citizen participation programs: staff resistance to the involvement of volunteers.

Orienting Staff to Volunteers is presented in a guidebook format illustrating tested examples of how to orient and train staff, such as line staff and middle management how to understand the value of the roles volunteers can play in social services, and how to utilize volunteers in those roles.

The report's major conclusions are: (1) there is a need to develop a team approach in the delivery of services, (2) staff must be educated actively in the use and value of volunteers, (3) orienting the staff must be on-going and more than lip service, (4) all staff cannot be expected to be equally receptive to volunteer involvement, and (5) orientation must be designed to reflect all parties' needs: volunteers, staff, coordinator, and clients.

As well as providing a solid framework to the concept of orienting staff, the paper presents illustrative examples as to how the topic can be approached and additional resources which can be tapped.

This guidebook can be utilized as an on-going resource referral manual to approach the problems of staff resistance, staff apathy, and staff's lack of sensitivity to the use of volunteers in court and correctional settings.

Available through: Publications Department, National Information Center on Volunteerism, Box 4179, Boulder, Colorado 80302. ($4.00)

Shelley, Ernest L. V. *Frontier 8 and 8A: Volunteers in the Correctional Spectrum—An Overview of Evaluation, Research and Surveys.* NICOV, Boulder, Colorado, November 1972.

Abstract: *Frontiers 8 and 8A* are overviews of evaluation, research and surveys. They serve as a compendium of studies and projects which assess the state of the art of research on the effectiveness of volunteers in courts and corrections. They also project future needs for research and evaluative research in the field of volunteerism.

The reports present abstracts of approximately 50 studies which were completed by Fall 1972, and a critique of the surveys and studies in terms of the research quality and methodology, results, and application in the field.

Essentially, there exists very little hard research on the subject of volunteer effectiveness. What does exist are overview, descriptive narratives, and surveys, and not experimental research or controlled scientific studies.

The reports conclude that there is a limited body of evaluative research, and a strong need for good research in the field of volunteerism.

Three basic applications make this resource report valuable: (1) as a state of the art, reporting on research that does exist (prior to 1972), (2) as a guide to areas which need to be researched, and (3) as a good solid typology and methodology for evaluating present research, planning, and future research.

Available through: Publictions Department, National Information Center on Volunteerism, Box 4179, Boulder, Colorado 80302. ($4.00)

Wilson, Marlene. *The Effective Management of Volunteer Programs.* 1975: Volunteer Management Associates (Boulder, Colorado); available from: Volunteer Management Associates, 279 South Cedar Brook Road, Boulder, Colorado 80302.

Abstract: This book applies management principles to the administration of volunteer programs. Pertinent to the daily concerns of practitioners in the field, it presents a philosophy about people and how to treat them. It encourages growth and self-renewal in individuals and organizations, while combining efficient management perspectives with this process.

The author suggests that human service agencies are being held increasingly accountable for gifts of time, effort, and money, so that good volunteer management is crucial to every level of the organization. Ms. Wilson shares her knowledge of management theory and practice, and uses illustrations from her own experiences to highlight this guide to volunteer management.

The role of the manager, motivation, planning and evaluation, interviewing, and training are all detailed. This book is both a resource and training tool.

Available through: Volunteer Management Associates, 279 South Cedar Brook Road, Boulder, Colorado 80302. ($4.95 plus $.55 postage and handling)

Yancey, Theresa; McFeeley, Sandra; Lake, Phyllis; Scheier, Ivan. *Frontier 2: Recruiting Minority Group and Low Income People as Court Volunteers.* NICOV, Boulder, Colorado, January 1971, 11 pages.

Abstract: The purpose of this publication is to report the thoughts of capable professionals as they address the then current court volunteer problem of recruiting minority group and low-income people as court volunteers. The transcripts presented in this work contain models which might be adapted to other particular situations.

This publication contains a selection of topical readings. "Volunteerism For All . . . Or Only for Some," gives suggestions on how to recruit and keep low-income volunteers. "Volunteers and Minority Groups" describes the problems involved in recruiting minority volunteers, working problems, and working relationships as related to minority volunteers. "About Recruiting Black Volunteers" illustrates techniques for recruiting black volunteers and provides possible explanations of why blacks volunteer. "On Recruiting Low-Income Volunteers" suggests getting to know the community and developing a job description that takes into account the special situation of low-income people as means to recruit the low-income volunteer. Finally, "In Groups and Out Groups" reasserts the purpose of volunteer training to reduce the social distance between the volunteer and client.

These papers draw the following conclusions: that low-income and minority people do volunteer, often in non-institutional, non-traditional volunteer roles; that low-income and minority volunteers should be provided subsistence assistance to cover expenses; and that special matching and training should be conducted for staff and low-income or minority volunteers working together.

These papers offer many successful models for recruiting low-income, and minority volunteers, as well as a theoretical understanding of how the low-income or minority volunteer's situation differs from that of the non-minority volunteer.

Available through: Publications Department, National Information Center on Volunteerism. Box 4179, Boulder, Colorado 80302.

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PRESCRIPTIVE PACKAGE: VOLUNTEERS IN JUVENILE JUSTICE

To help LEAA better evaluate the usefulness of Prescriptive Packages, the reader is requested to answer and return the following questions.

1. What is your general reaction to this Prescriptive Package?
   ☐ Excellent ☐ Above Average ☐ Average ☐ Poor ☐ Useless

2. Does this package represent best available knowledge and experience?
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   - ☐ Excellent, but some changes required (please comment)
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   - ☐ Does not represent best knowledge or experience (please comment)

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	Highly Useful	Of Some Use	Not Useful
Modifying existing projects	☐	☐	☐
Training personnel	☐	☐	☐
Adminstering on-going projects	☐	☐	☐
Providing new or important information	☐	☐	☐
Developing or implementing new projects	☐	☐	☐

4. To what specific use, if any, have you put or do you plan to put this particular package?
   - ☐ Modifying existing projects
   - ☐ Administering on-going projects
   - ☐ Others:
   - ☐ Training personnel
   - ☐ Developing or implementing new projects

5. In what ways, if any, could the package be improved: (please specify), e.g. structure/organization; content/coverage; objectivity; writing style; other)

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